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OF THE

FIRST STUDY TOUR TEAM ABROAD

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सत्यमेव जयते

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PREFACE

Community Development Programme as conceived and developed on the soil of India was designed to build a community of the heterogeneous agencies that make up the Government, the diverse elements that constitute the political parties, and the people on the ground with their varied dress, language, manners, customs and traditions. It had to be so, because in no other way can India be rebuilt, wherein all her children can dwell with an equality of opportunity for the victuals she offers to them. Besides even a casual observer can see that the diversities as we see in India constitute only a plumage, the undercurrent of life that motivates the people is the same from Kashmir to Cape Comorin and from Kutch to the eastern hills of Assam. The technique to be followed in forging unity out of the seeming diversities and a community out of the conglomeration, was one of planned extension. In other words, the knowledge, skill and techniques that a few possessed should be disseminated to the many so that in the process there could be expansion in thinking and action both horizontally and vertically.

India has carried on this campaign for more than four years, based on the knowledge of extension and community organisations such as she possessed, supported by whatever knowledge she could lay her hands on from abroad. We had, however, been bypassed by two centuries of industrial development that had taken place in the West along with its associated impact on the life of man in society. This had to be made up by us if we were to move in step with the world as it is shaping about us. If this is to be so, it is not enough always to sit in the placid environment of India and expect to have a sense of the pulsation that is taking place in other lands, through a mere study of materials that hail from these in cold print. A bath in other cultures grows to be a compelling necessity so that one can absorb what others have to offer if we did not wish to be bypassed again because of the complacency and tribalism, which were our undoing at one time.

The present report relates to the first Study Tour undertaken under the leadership of Shri B. Mukerji, then Development Commissioner in the State of Orissa and now Joint Secretary in the Ministry of Community Development. The report covers a broad study of allied subjects in the Netherlands, Denmark, Sweden, Norway, United Kingdom and Israel. It gives an indication of deeper studies that need be undertaken, if full advantage is to be taken by our workers of the knowledge and experiences gathered ahead of us on the wider horizon, which can be availed of minus the trials and errors all over again.

The document should make a significant contribution to our programme. I commend it for study by all our co-workers in the States as also in the Centre.

New Delhi,
1st May, 1957.

S. K. DEY

CD. 162/8

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CHAPTER I

INTRODUCTION

1.1. In July, 1955, the Community Projects Administration (now the Ministry of Community Development) drew up a comprehensive programme of study tours and inservice-training for project personnel. This programme is to consist of six phase. The first phase relates to study tours outside India. The objective has been defined as "to study subjects like analysis of social forces for successful carrying out of Community Development Programme, the organisations needed to plan and execute works of development, *e.g.*, panchayats, co-operatives, rural credit facilities, proper land system and training in democratic methods and leadership".

1.2. The first two teams to be sent abroad were to be in the nature of reconnaissance teams to find out what aspects of Community Development could be best studied in which country. Ours was the first team composed of :

1. Shri B. Mukerji, I.C.S., Development Commissioner, Government of Orissa, Bubaneswar.
2. Shri S. P. Mohite, I.A.S., Additional Development Commissioner, Government of Bombay, Bombay.
3. Col. Barkat Narain, Health Adviser, Community Projects Administration, New Delhi.
4. Shri R. S. Johri, I.A.S., Deputy Development Commissioner, Government of Uttar Pradesh, Lucknow.
5. Shri P. K. Dave, I.A.S., Deputy Development Commissioner, Government of Madhya Pradesh, Nagpur.

1.3. We left India on the 5th February, 1956, and returned on 30th March, 1956. The countries visited were :

The Netherlands,
Denmark,
Sweden,
Norway,
United Kingdom and
Israel.

Not everything that we saw or studied finds mention in the Report, but only such of those as we considered have a bearing on the Community Development programme of our country and on planning and development in general.

1.4. We had to face an extremely rigorous winter, particularly in the Netherland and the Scandanavian countries, which stood in the way of a proper study of the institutions situated away from headquarters, as most of the roads had become snow-bound. Nevertheless, thanks to the careful planning of our programme of study by our Missions in the countries we visited and the authorities

of those countries, we did succeed in getting a fairly good general view of several aspects of Community Development work as it is understood in those countries and we have been able to indicate in this Report some of the topics that can be studied in detail by subsequent teams in those countries and some of the directions in which the Programme of Community Development can be enriched in our country.

1.5. The report has been arranged country-wise, one chapter dealing with one country; it could not be conveniently arranged subject-wise because there was considerable variety in the subjects studied in the different countries. Only the medical and public health aspects of the Netherlands and the Scandanavian countries have been covered in a single separate chapter. These fields were studied by the medical expert on our team, Col. Barkat Narain, and this chapter has been written entirely by him and so also the paragraphs on the subject in the chapter on Israel. The rest of the Report is the result of the conclusions reached in a series of discussions held among the members of the team during and on conclusion of the tour, although different chapters have been written by different members. Our recommendations in regard to the subjects to be studied in detail by future teams and our suggestions for enriching the Community Development programme of our own country appears at the appropriate place in every chapter of the Report, but an attempt has been made to summarise these and put them in one place in Chapter X. One chapter gives our general observations and recommendations and in another chapter we have ventured to suggest certain administrative arrangements which, we hope, would facilitate the study by future teams.

1.6. We would like to take this opportunity to express our gratitude to all the officials of the Governments and the various organisations of the countries we visited who helped us in our studies and did their utmost to make it as fruitful as possible. We were shown great courtesy and utmost consideration by all of them which made our entire tour stramous though it was, not only useful, but also pleasant and enjoyable.

CHAPTER II

THE NETHERLANDS

2.1. AGRICULTURE AND EXTENSION SERVICE.—The Netherlands is densely populated. The rural population derives its livelihood mainly from agriculture. The country had several natural advantages, such as, a good soil, mild climate, well controlled water supply and a well trained agricultural population, which favoured agricultural development. In the early part of the present century on account of the industrial development and consequent general prosperity of the people in the neighbouring countries—Great Britain, Germany and Belgium—they started providing expanding markets for the agricultural products of the Netherlands. This enabled the Netherlands to develop highly intensive agriculture. The State encouraged this by assisting the farmers through a well developed Advisory Service and by providing facilities for agricultural education and equipment to its farmers. The number of agricultural schools were gradually increased and the farmers of the Netherlands, skilled as they were, became still more so. Application of fertilisers became more and more general. The Advisory Service of the State stimulated this process by helping with soil testing and advise on manuring. Farmers also began to organise themselves into co-operative societies, particularly in the sphere of dairying and for purchase and sale of agricultural requisites and products, such as, artificial fertilisers and cattle feed. The co-operatives contributed greatly to the prosperity of the farmers. Credit banks were also established on co-operative lines and helped to transform Dutch farming to commercialized farming. Horticulture also developed greatly, but the greatest development took place in the production of dairy products. The farmers also started producing large quantities of vegetables, fruits and flowers and ornamental shrubs and forced early crops as the growing prosperity in the neighbouring industrialised countries was providing them with expanding markets for such products.

2.2. Mechanisation in farming has greatly advanced by giving aid to co-operative agricultural machinery pools which have been established by small holders for the purchase of expensive machinery otherwise beyond their means and uneconomical to run. A subsidy ranging from 50 to 35 per cent is allowed according to the size of the participating farms. In addition, there have been established many threshing associations and a number of co-operative agricultural purchasing societies from whom machinery can be hired.

2.3. Research education and advisory work are mainly the concern of the Ministry of Agriculture, Fisheries and Food. Except for the fundamental research which is conducted at the Agricultural University College at Wageningen, research is mainly focussed on problems which are of day to day importance to Dutch agriculture. After the war the problem of how to increase the production of animal feed

has been an important one for research. Great attention is paid to soil research, for in a country with a dense farming population much care has to be devoted to the preservation of agricultural land. The increasing mechanisation of farms created the need for an extensive research work and tests with machines and implements. Research in storage and processing of horticultural products, in the breeding of improved varieties of crops, in problems of plant protection etc. are being taken up on an increasing scale in the numerous research stations and experimental stations set up by the State.

2.4. The Netherlands has a highly developed Extension Service. The country is divided into several regions, each with an Advisory Officer. The Chief Adviser in each region is assisted by one or more specialised agricultural experts and a large number of chief assistants and assistants. These Advisers and agricultural experts are all graduates of the University College. The chief assistants and assistants have so far generally been persons with secondary education and training in agriculture, but as agriculture is becoming more and more diversified the need is being felt for specialisation.

2.5. In order to provide for co-ordination in the work of the various advisers Provincial Committees of Advisory Officers and senior administrative officers of the Ministry of Agriculture have been formed. The Government Advisory Services have always maintained close co-operation with the non-official agricultural organisations. In 1953 an Agricultural Advisory Council was established to serve as a consultative and advisory council which can maintain close contact between the Government Agricultural Advisory Services and the non-official agricultural organisations.

2.6. In addition to their duty of rendering advise to farmers the advisers also supply information and advise Government and are concerned with research work which generally consists of laying out experimental fields and also teaching in the secondary agricultural schools and supervision of primary agricultural schools. The Advisory Service remains in close touch with the research centres and not only receives the results of research to pass on to farmers, but also finds out problems to be referred to the research stations for study. Extension work is mainly done through lectures, films, lantern slides, other audio visual aids, discussion with farmers and visits to their farms. Pamphlets are also distributed to farmers. Articles appear in the agricultural papers. Wireless talks are arranged on agricultural subjects. Demonstration and pilot farms are also laid out Farmers are frequently organised in co-operative advisory societies and these societies engage technical assistants to render advice to their members. These assistants are also helped by the Government's Advisory Services.

2.7. The Government also runs a service for Land Improvement, Drainage and Re-allocation. The task of this service is to draft plans for and to promote land improvement schemes, to make grants towards the cost of such schemes, to supervise land improvement work and to give advice generally in the field of land improvement and re-allocation of land. The Service encourages consolidation of holdings, assists in controlling the water table in the land, in laying out of roads, reclamation of waste land, construction of embankment

and drainage of waterlogged areas and reconditioning of land. The activities of this service extends over the entire country and local offices have been established in every province. In many parts of the Netherlands there is acute problem of consolidation of holdings. Government gives liberal grants for carrying out land improvement schemes and has passed legislation for Land Re-allocation (consolidation).

2.8. The Netherlands has a well developed system of and an adequate number of institutions for imparting agricultural education. This education is classified as University, secondary and primary agricultural education. There is one Agricultural University College which is located at Wageningen. Training here takes five to six years including a period of six months for practical training. It turns out Agronomists with adequate knowledge of agricultural engineering. This college also provides facilities for specialisation in various fields. There are four secondary agricultural schools one of which provides training in tropical agriculture and the rest teach farming in temperate regions. These schools aim at proper all round education of the pupils. There are two Secondary Dairy Schools which train those who want to take up managerial positions in dairy factories. For the sons of farmers agricultural winter courses are organised where they can widen their theoretical knowledge and get all round education by attending two consecutive courses. Primary Agricultural Schools are run by private organisations but are subsidized by Government. Their objective is to equip young prospective farmers and agricultural workers with all round agricultural knowledge. The course is for four years. The pupils attend the course while continuing to work on their farms and therefore the courses are held for one or one and a half days each week. There are also some trade schools for dairy produce makers which run on similar lines. There are also special secondary and primary horticultural schools.

2.9. We recommend that our Basic Agricultural Schools should run off season courses for farmers and agricultural schools of the kind of primary Agricultural Schools of Holland should also be started in our country for educating farm youth.

2.10. It would be interesting to know that in the Netherlands the Extension Service started some 75 years ago as a multi-purpose agency. After some time it developed separate specialised agencies but in recent years the need was felt for a multi-purpose adviser on the top who could co-ordinate the working of the various specialised agencies under him. This is the system which is now functioning as described above. As agriculture is advancing and becoming more and more diversified, more specialists are being added under the General Purposes Adviser. This development which has taken place in Holland may point to the possibility of a similar development taking place in our own country. Extension will gradually become the main function of the field officers of the Agriculture Department and it is easy to visualise the District Agricultural Officer becoming the General Purposes Adviser at the top with many specialists and assistants under him. The Extension Service in Holland is considered to one of the most developed and advanced which any country today possesses. It works in close collaboration with the research workers and with the educational institutions and although it is an official organisation, it works also in close collaboration with the

non-official organisations in the field. In our opinion, it would be quite worthwhile studying in detail the extension organisation of the Netherlands and also the educational institutions for imparting agricultural education to the farmers and for turning out graduates and lower category personnel of the Advisory Services.

2.11. RECLAIMING LAND FROM THE SEA; THE NORTH EASTERN POLDER.—In the Netherlands there has always been a great land hunger. One of the results of this has been fragmentation of holdings which led the State to sponser schemes of consolidation and re-allocation of arable land. There has also always been a tradition in the Netherlands of winning land from the sea. The scheme for reclaiming land from the Zuyder Zee has been in operation for many years. The North Eastern Polder is the second completed Polder. We visited this polder and had occasion to see something of the operation of the scheme. We were greatly impressed by the thoroughness with which a most detailed and comprehensive forward planning is done before these schemes are taken up for execution. The planning is preceded by collection of all relevant data, data regarding the engineering aspects of the project, those relating to soil chemistry, hydrological data, etc. The hydraulic works of building up enclosure dams, pumping stations, locks and sluices, dredging of canals, dikes, ditches, the building of roads, reclamation of land, field drainage, building of farms and villages, construction of all the buildings that the new settlers would need, whether for their private use or for communal purposes, are undertaken by the State. There is complete town and country planning. The agricultural extension service is provided as soon as new farmers are brought in. Before the farmers are brought in, the Government through a special organisation cultivates the land as a rule for 3 to 4 years to develop the land to know all about its characteristics. It is only after the farmer can farm without taking any risk that he is settled on the farm, with complete knowledge of the soil characteristics and other relevant matters made available to him. The advisory service of Government is always able to suggest to him the best rotation of crops and agricultural practices. The best farmers are selected for the area to ensure that maximum yields are obtained from the land and the land is put to the best use.

2.12. We recommend that a detailed study be made of the comprehensive and integrated planning technique which has been developed in the Netherlands in connection with these reclamation projects. We may have much to learn of value which can be applied to similar projects of reclamation and rehabilitation which may be undertaken in our own country. Without doubt Holland has the greatest fund of knowledge and experience in this kind of work.

2.13. Incidentally, we learnt that in the Polder area wherever a deep top layer of sand was found the land has been made cultivable by deep ploughing with big deep heavy ploughs drawn by 3 heavy crawlers. This can turn over the soil even where the sand deposit is up to 1·5 meters deep. A study of this technique may be useful as we may be able to apply it to the land on which sand is deposited after floods as happened in Orissa in the last coastal floods.

2.14. From the somewhat meagre information which we could collect regarding housing costs in the North East Polders we formed the impression that these are considerably lower than in our own country. It might be useful, therefore, for experts to study how despite the fact that labour is several times more expensive there than in our own country it is possible for them to build at lower cost. We were also told that the total cost of developing the North Eastern Polder, which has an area of 1,18,630 acres, inclusive of the entire cost of reclamation, field drainage pump station, locks and sluices, dredging of canals, construction of all buildings and roads, electric supply, temporary cultivation and everything which the operation of the project has involved has worked out at less than Rs. 20,000 per acre. It is remarkably a low figure and it may be worthwhile studying how it has been possible for them to keep their cost so low. It certainly points to the high degree of specialisation and skill that has been reached by their engineers and others in carrying through such schemes.

2.15. Assistance to Small Scale Industries—Foundation for Training Courses and Research in the Technological University of Delft.—The Foundation is somewhat like a trust fund with its autonomous organisation. The bulk of the funds come generally from the State. This method is being increasingly used in the Netherlands for purposes of having a simplified financial management of projects. It would be well worthwhile studying this method for application in our own country where so often the need is felt for a simplified system of financial management.

2.16. The Foundation for running Training Courses and Research in the Delft Technological University is intended to assist small scale industries. The importance of small scale industries is fully recognised in Holland and they are conceived as being complementary to and not conflicting with big industries. The Foundation Training Courses and Research aim at acquiring a better understanding of the operating conditions of small industry and developing aids for the solution of their problems. The Foundation trains private entrepreneurs in production methods and in management of small industries. The research carried out by the Foundation has shown that most management techniques have developed for use in bigger industries and have to be revised to be applied successfully to small scale industries. It has also proved the necessity of a State sponsored advisory service to assist small scale industries and the need for training the top executives as well as the lower grade staff in the technique of managing small scale industries. The Foundation does research in specific problems brought to it by small industries. It deputes its technicians to assist small industries on their request and to stay with the industry as long as necessary and to help it to bring up its level of operating and management efficiency.

2.17. A plan is now in preparation for assistance to small industries on a regional basis. This plan will also include training of personnel. The assistance will be given by experts who will be helped in their field work by students from technical colleges which are scattered all over the country. The students before joining in

this work will receive a special training under the Foundation. First an investigation by experts will be undertaken to determine the nature of the problems in a number of factories of the region and then field work will be undertaken by the students under the guidance of experts. Thereafter, there will be arrangement for follow up by experts. This pattern of work has been tried out successfully in some experimental projects executed by the Foundation in which students from the Technological University of Delft took part. We were told that these projects have not only helped the factories but also enabled the students to receive an intensive training which they could not have got otherwise.

2.18. The training for the executives of small industries is arranged with the co-operation of the Provincial Productivity Committees, the Dutch Management Institute and the various other similar organisations that have grown up in recent years to assist the small industries. The research carried out by the Foundation into the problems of these small industries helps greatly to develop the training programme on proper lines.

2.19. Since small industries are to play a very important role in our Second Five-Year Plan, we recommend that a study may be made of the research results reached by the Foundation and the technique they are adopting for studying the problems of the small industries and for assisting them and for taking the help of the students from the technical colleges in their field work. It may even be useful to obtain from the Foundation some experienced men for a few years. It should be our objective to develop a competent advisory service for small industries supported by adequate research into the problem of small industries and by adequate arrangements for training of technicians and executives and managerial staff.

2.20. Drenthe—An underdeveloped Province of Holland.—The work of the Foundation Opbouw Drenthe.—Special effort is being made by the State to develop the social and economic life of the people of the underdeveloped areas such as, the Drenthe province which we visited. This province is adjudged as being underdeveloped on the ground of the presence of unemployment and under employment, inadequacy of water and electric supply, poor communications, poor state of housing and underdeveloped agriculture. The province has much peat area. Peat digging provides only seasonal employment. It engages a larger number of persons than can ultimately be absorbed in agriculture when the peat has been removed and the land becomes arable. Therefore, with increasing conversion of the peat area into arable land has followed unemployment and increasing pressure on land. Farming in this area brings in much less return than in the developed provinces of the State. Holdings are small and often fragmented and the farmers are not interested in improving their farms. The population has been migrating to industrial areas. To improve the economic condition of the area, plans for improvement of agriculture on the one hand and the establishment of industries on the other have been formulated and are being executed. Re-allocation of land to bring about consolidation of holdings is being done and through the Extension Service of the State farmers are being encouraged

and advised to improve the standard of cultivation. Better social services and community services are being provided largely by giving assistance and encouragement to the local authorities.

2.21. The social welfare programme is of special significance for these underdeveloped areas and a great deal of social research is being undertaken in these areas. The Foundation of Drenthe is an organisation for social and cultural work. It is subsidized by Government. On the Board are representatives from the public as well as private organisations working in the field of social welfare including Churches and political groups. It has a staff of social workers, many of whom are specialists in different fields, but for much of its activities the organisation depends on voluntary workers and its own services are largely consultative. It promotes local activities and skillfully stimulates voluntary work, through its advisory service and through the professional leadership which its specialists can provide. Much of the activities are carried out through committees. The Foundation's work is broadly divided into five divisions (1) Nursery school work, (2) Home Economics, (3) Child Welfare and Social Work, (4) Women's Voluntary Services and (5) Youth Work and cultural activities. Social plans are prepared in the light of special sociological researches. These plans are the combined effort of the local authorities, churches, private organisations, but the Foundation's specialists give the required guidance, both in the preparation of the Plan and its execution.

2.22. We would recommend that a detailed study be made of the organisation and working of the Foundation. The social welfare content of our programme of community development definitely needs enrichment and we may have much to learn from the Foundation in regard to how such semiofficial organisations can play a valuable role in stimulating social welfare work by non-official organisations and in co-ordinating the activities of different organisations working in the field of social welfare.

2.23. Social Welfare Work.—A word may now be said of the social welfare work in the Netherlands in general. As in most other European countries, social welfare work originally developed through private initiative and through the effort of voluntary organisations, but since the beginning of the present century the Netherlands has built up a wide system of social insurance and assistance. Among the important social insurance laws are Labour Act, Factory Act, Sickness and Accident Insurance Act, Old Age Provisions Act and the Unemployment Act. These are administered by the Ministry of Social Affairs and Public Health. In 1945 a separate Ministry of Social Welfare was formed as a result of the acceptance of the view that Government must accept responsibility for social welfare work beyond the limits of the social legislation. Nevertheless, the principle that private initiative and voluntary organisations should be left full scope for social welfare work is still adhered to in the Netherlands. The Government's task in the first place is to stimulate and co-ordinate welfare work and to improve it through subsidies and through technical guidance. It is now the generally recognised policy that social sciences such as Sociology, Social Psychology, etc., are essential for the development of welfare work. A great deal of

social research is at present going on in the Netherlands. For co-ordinating the social work in the larger cities, Social Councils have been formed and in the provinces co-ordination is being secured through Social and Cultural Boards. At the State level is the Netherlands Association for Social Work. The Ministry of Social Welfare does not have executive responsibility in any sphere, but provides financial assistance and technical guidance to voluntary organisations and advises the other Ministries which still have some social welfare work in their charge. It has a body of experts and specialists attached to it and therefore its advice always carries weight. Among the problems of social welfare in respect of which research is being done is the problem of adjustment in society necessary from the change from an agricultural to an industrial society. In field work emphasis is laid on youth movement, home making, family care and family assistance, fight against anti-social behaviour, neighbourhood work and welfare work for invalids, aged persons and the handicapped.

2.24 USE OF ELECTRICITY IN HOLLAND.—Electricity is being widely used in Holland. Almost every village is served with electricity, and it is fully used by the rural community. Electricity has brought about a great deal of improvement in the living conditions in the rural areas and powerfully influenced its economy. It may be worth while making a detailed study of the uses to which electricity is put in the rural areas in Holland as also the tariff rates which are followed in that country and the social values derived from the use of electricity. With the many big hydro electric and thermal power stations which have come up and are coming up all over our country and with the transmission lines going everywhere, our objective should also be to make cheap electricity available throughout the rural areas of the country. We may consider whether it would not be advisable to impart some knowledge and training to the Gram Sevak which will enable him to give advice and guide the villager in the use of electricity when electricity is provided in any rural area.

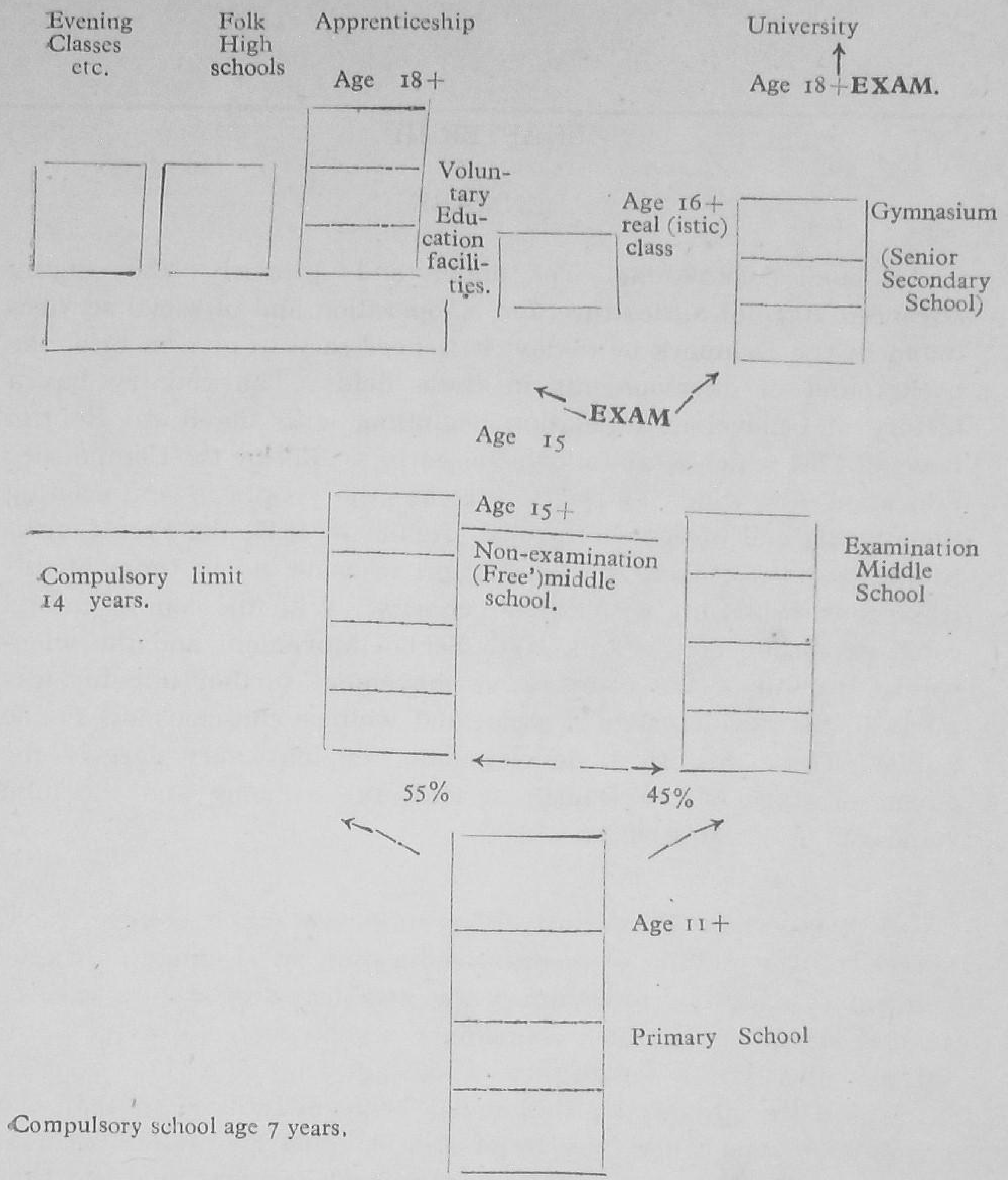
CHAPTER III

DENMARK

3.1. The Background.—To understand properly the highly advanced stage of agriculture and co-operation and of social services found in the Denmark of to-day, it is necessary to give in brief the background of developments in these fields. The country has a history of benevolent legislation beginning with the Rural Reform Laws of 1784 which were followed as early as 1814 by the Compulsory Education Act which helped to educate the people in appreciating their rights and duties as citizens. Again, in 1849, the Free Constitution gave the citizens the legal right to State aid in times of distress, thus dispensing with private charity. With the coming in and rapid expansion of the Folk High School Movement and the wide-spread growth of the co-operative movement further impetus was given to the development of social and welfare consciousness in the public. These historical developments explain very largely the advanced stage of the Danish agricultural economy and the high standards of social services.

3.2. Elementary Education.—We could only make a very rapid survey of the public elementary education in Denmark. Public elementary education in Denmark was established by statute as early as 1814 according to which elementary schools were to be set up in all boroughs, and a compulsory school age from 7 to 14 was prescribed. Although this legislation has been modernised in 1937, the compulsory school age of 7 to 14 is still being maintained as it is widely felt in Denmark, and especially in the farming interests, that a child of 14 should go into practical work and that his further education can best be arranged at a later age in voluntary continuation schools, folk high schools etc.

3.3. Elementary education is controlled by municipalities and the State only deals with matters of overall policy. We were particularly struck by the multi-lateral system of elementary education a diagramatic presentation of it is given below :—



(Children attend school usually at 6 to 7 years age).

The multi-lateral system has the following merits :—

(i) It provides a broad based compulsory education with option at various stages to continue general education or to branch out towards vocational or specialised education.

(ii) The folk high schools, trade courses, evening classes etc. afford scope for general or technical education even to those compelled by circumstances to interrupt their education.

(iii) By the diversion of many students to the "free" (non-examination) side at a fairly early stage it reduces the wastage which follows from a large number of students drifting aimlessly into higher studies. At the same time those who go towards the "examination" side, have the option to stop education at the age of 16 by going to the "real" stage, the examination acting as the second compulsory screening for entrance to the university stage.

(iv) The folk high schools with the high degree of flexibility in their teaching offer good opportunities for education to those desirous of obtaining it.

3.4. We commend the multi-lateral system for detailed study by the Ministry of Education, if this has not already been undertaken in the past. The system seems to offer solutions to several of our educational problems in India.

3.5. FOLK HIGH SCHOOLS.—The folk high schools of Denmark are a characteristic institution for "free" education. The education is free in the sense that the institutions are private, frequently owned by individuals, and although heavily subsidized by the State, State supervision is particularly liberal. The principal is free to choose his teachers and they in turn choose their own methods of teaching. Attendance on the part of pupils is voluntary and the pupils themselves pay for their stay at the school. There are no examinations nor are any diplomas given and education is imparted largely by personal contact between the teacher and the taught. We were told during our visit to the International Folk High School at Elsinore that any individual can start a school and if he succeeds in attracting a sufficient number of students, he becomes entitled to Government aid from the succeeding year; this aid amounts to about 80 per cent of the total expenditure.

3.6. Although we were not able to study the folk high school movement in detail, we were greatly impressed by the part they are said to have played in Danish life and particularly in the development of community services and of the agricultural economy. It is said that the high stage that has been reached in the development of the social services, co-operation and agricultural economy is due to the general enlightenment created amongst the public by these schools. In India, a beginning has already been made in the same direction with the Janata High Schools. We would recommend that these should be modelled after the Danish

Folk High Schools. The Principals of the Janata High Schools should be deputed to suitable folk high schools in Denmark for two or three months attachments so that they can get a good knowledge of these institutions and imbibe some of their spirit. The number of Janata High Schools should be increased rapidly. These Janata High Schools should be developed into important institutions of social education and general enlightenment of the masses. The leadership courses which have already been commenced in certain States and which will begin during the Second Five-Year Plan in almost all States, would also benefit greatly by following the technique of the Folk High Schools. We would also recommend the study of the Folk High School movement by Community Project Officers, Chief Social Education Organisers etc. in much greater detail than was possible by us. The best period for this study would be in winter months *viz.*, December to March.

3.7. Social Welfare.—Denmark has a very highly developed system of social benefits and relief. The social policy of the country is based on the Social Reforms of 1933. The Danish Constitution lays down that any person residing in Denmark is entitled to public relief if for any reason he becomes unable to provide for himself. In the early stages certain disabilities as for instance loss of civic rights, franchise etc. resulted from the acceptance of public relief. Such consequences now happen in very special cases *e.g.*, "poor relief measures".

3.8. The administration of social welfare in the country is done by the Ministry of Social Welfare which is the highest authority. Although State aid in social welfare measures is very considerable, much of the responsibility devolves upon the local bodies and the people. There are 22 County Officers each in charge of a county. The work is carried out through the Parish Council and Municipality, the former having a clerk as its executive in charge of social welfare, and the latter a Social Welfare Inspector. The Social Welfare Committees of the municipalities or parish councils administer the benefit programmes through the social welfare inspectors or clerks, respectively. As much as one-third of the total budget of most local bodies is spent on social welfare measures.

3.9. Since 1936, social schools have been established for the training of social workers for hospitals, public assistance offices, children's welfare and maternity aid, employment exchanges and the like.

3.10. The scope of the various benefits is described below briefly:—

(i) Health Insurance Societies.—Sickness benefits are made available through Health Insurance Societies membership of which is voluntary, but it is necessary for a person to be a member before he can receive old age or disability pensions. Membership of the societies is limited to income groups below Kr. 12,000 (Approx. Rs. 8,000) per year; higher income groups may join Health Insurance Associations which function on strict insurance principles. The Insurance Societies provide

free medical attendance and hospitalization and in many cases also medicines at reduced prices. Daily allowances are also sometimes paid during periods of illness.

(ii) OLD AGE PENSIONS.—Members of Health Insurance Societies are entitled, from their 65th year for man and the 60th year for women, to receive a monthly pension provided their income and property do not exceed certain figures. The pension varies according to the place of residence, being higher in urban areas and lower in the country districts. In various parts of the country, homes for the aged have also been built where aged persons are looked after. The usual arrangement is either to charge a very low rent for tenements in the homes, or to make full provision for food, clothing etc. on surrender of the old age pension.

(iii) DISABILITY PENSIONS.—These are also available to members of Health Insurance Societies. The amount of pension depends upon the extent of disability.

(iv) HEALTH AND REHABILITATION.—Health measures are organised and financed by the State and local bodies but are operated through private doctors under the supervision of the State Board of Health.

(v) LABOUR WELFARE.—The chief benefits provided are compensation for injury, unemployment insurance, apprenticeship training, and employment exchange services. The trade unions have established unemployment insurance societies which are given considerable aid by the State and by municipalities. Membership of the societies is voluntary but almost all the workers are at present members. Benefits vary from society to society, but the maximum is limited by law according to the average earnings in the trade involved.

(vi) OTHER SOCIAL BENEFITS.—In addition to the above important measures, there are also benefits to unmarried mothers, children of widows and in some instances, also of widowers. Childrens' health is safeguarded in many ways such as free medical and maternity assistance, and free supply of milk for expectant mothers. If the parents desire, a visiting nurse calls regularly to give assistance and advice during the first year of the baby's life; children receive free medical advice until their seventh year, and after that they are under medical supervision in the schools where they also receive free dental care, free meals etc. Some of these measures have not yet been introduced in all urban and rural districts, but they are being adopted to an increasing extent, the initiative invariably coming from the local bodies.

3.11. The high standard of social services and social welfare measures seen in Denmark are hardly translatable to the Indian

conditions of to-day. We felt, however, that the one lesson to be learnt from our visit to Denmark was the need to encourage actively voluntary organisations and especially the local bodies for providing the more simple types of social services. The manner and extent to which local effort has played a part in building up social services in Denmark points to the possibilities as well as need for an effort in this direction in our Community Development Programme. As has been stated earlier, the social consciousness and general enlightenment must be created through education of the type given by the folk high schools—this would indeed be the spear-head of any plan to build up social services by the people for themselves.

3.12. FARMERS ORGANISATIOUS AND CO-OPERATIONS.—The farmers of Denmark are organised at the primary level into Farmers' and Small Holders' Associations which have roughly 1,000 farmer members each. These primary associations are united partly in the Federation of Danish Agricultural Societies with provincial branches, and partly in the Federation of Danish Small Holders' Society. Similarly the co-operative producers and consumers' societies at the primary level are affiliated to a central organisation called the Federation of Danish Co-operative Societies represented by the Central Co-operative Committee. The Dairy Societies have an apex organisation called the Federation of Danish Dairy Associations. The Federation of Danish Agricultural Societies and the Federation of Danish Co-operative Societies are together represented in the Farmers' Committee. The chief function of the Farmers' Committee is to watch the farmers' interests on the national and international planes in consultation with the respective Federations and Associations.

3.13. One significant fact about the farmers' organisation in Denmark is that apart from assistance given to them in providing advisory services, the State gives no financial help whatever. The advisory services are maintained by the various federations and societies with Government subsidy of 50 per cent of the total cost. There is no fixed pattern of these services and the federations and associations are free to adopt their own methods. The trend is for providing specialised advisory personnel rather than a multipurpose extension agency.

3.14. The Farmers' Associations play a very important part in research and experimentation. They maintain experimental farms on members' holdings the results on which are collated by the technical advisers of provincial associations and made available to the Government together with the association's criticisms of methods advocated by Government Research Centres. Thus, results of research are not only tested in Government farms but also independently in a large number of experimental farmers throughout the country.

315. It is our view that the Farmers' Organisations, Advisory services and the method of testing results of research in Government farms through these private agencies deserve study in greater detail than was possible during our visit.

3. 16. Danish agriculture is mainly organised in small holdings. Never-the-less it has proved highly proficient in competition with other countries and this is attributed largely to co-operation from which the small holders derive many of the advantages of large scale production and also those arising from the personal contact of the small owner with all the production processes in his organisation. With the foundation of the first co-operative butter factory in 1882, co-operative organisations multiplied at a very rapid pace and to-day the number of butter factories themselves has risen to 1,300. Other sectors, for example co-operative bacon factories, co-operative egg export, sales organisation for cattle, co-operative poultry slaughter houses, dairy societies, co-operative cement factories etc. are also highly developed. But it is significant to note that in spite of this high stage of development, quality control and grading is still done by the Government.

3. 17. In co-operation, credit is kept separate from marketing. Short-term loans are chiefly the sphere of the Savings Banks which are local savings associations and have proved of great assistance. The loans are given not with reference to assets and security offered but with due regard to the object for which they are to be utilised. With a highly developed marketing organisation, recoveries which are from the produce, are comparatively easy.

3. 18. We recommend that the role of co-operation in the agricultural economy of Denmark should be studied in greater detail by future Study Tours and Experts.

3. 19. We were struck by the absence of Government control over co-operatives. Even the Federations of co-operatives do not exercise any great degree of control over their financial transactions and in spite of this apparent laxity, development loans and other forms of credit are made available without difficulty. We tried to inquire into the reasons for this apparent laxity. Everywhere the answer was that in Denmark the smallness of the primary units in co-operation and the interest taken by individual members possessing requisite knowledge offers the biggest safeguard against mal-practices. Every one knows every one else, and the security of a loan and its utilisation are matters of scrutiny not by any Government agency or by associations but by all the members of the primary society. Perhaps, this carries a lesson for us in India where we are engaged in a great endeavour to evolve a Co-operative State. Community vigilance seems to be the most effective check in this sector and should be fostered. The role of Panchayats in this respect should be very important.

3. 20. Danish Council of Handicrafts.—The Council of Handicrafts represents various crafts, trades and industries. It expresses opinions on bills and administers plans affecting the handicrafts trade; it contributes and administers contributions and subsidies to the technical and trade schools, organises lectures and gives artisans advice at its bureau. There is no field advisory service but the establishment of one is being contemplated. Artisans can also obtain the assistance of a technological institute which is subsidized by the Council. The advice is given free except when specific research problems are entrusted to the institute for solution.

3. 21. THE DEN PERMENANTE.—In Copenhagen there is a permanent exhibition (Den Permenante) of different arts and crafts of high artistic value. The exhibits are selected by a committee of artists and craftsmen and it is claimed that the standard is set so high that out of the articles offered for acceptance nearly 90 per cent are rejected. The prices are fixed by the artists and craftsmen themselves and the Selection Committee seldom interferes in this regard. Payment to the producer is only made when the articles are sold. A small fee, depending on space occupied and the period of occupation is charged by the Den Permenante. The organization also assists artists and craftsmen by placing them in contact with large scale buyers from overseas. Advice is also tendered in regard to improvement of products. The Den Permenante has accumulated a large reserve which is utilised for giving loans without interest to craftsmen. The claims for reduction of fees are being resisted in the larger interest of the craftsmen themselves. An interesting feature in this organisation is the association of comparatively large scale producers with small producers and individual artists and craftsmen. This is all the more unique in view of the fact that the small craftsmen are not united in any sort of co-operative organisation. It is claimed that there is no clash between the larger and smaller producers.

3. 22. It is recommended that permanent exhibitions similar to the Den Permenante should be established at important tourist centres like Delhi, Calcutta, Madras and Bombay chiefly to cater to the overseas tourists and to provide them with genuine art pieces selected by an impartial agency. It must be emphasised that the existing arts and crafts emporia which offer for sale stereotyped products cannot take the place of the Den Permenante which is an organisation offering scope for exhibition and inspiration for improvement to artists and craftsmen. In the smaller cities, perhaps a small section of the emporium could be handed over to the committee of artists and craftsmen for being run on similar lines. It must be recognised that such an organisation can only be run by artists and craftsmen and should have no Government interference except encouragement by way perhaps of a small subsidy and capital.

CHAPTER IV

SWEDEN

4.1. Small Scale Industries.—Along side the big industries, small scale industries occupy an important place in the economy of the country. They do not conflict with each other and while large scale industries occupy a preponderant position in the export markets, small scale industries have a considerably larger share in the home market. The number of persons employed in small industries is larger than that employed in large industries. The position that small scale industry has been able to build for itself in the country is primarily due to the fact that supreme consideration is given to principles of rationalisation and specialisation in all fields, including technology, production and management, and also because it has inherent advantage over the gib industry, and also because it has an inherent advantage over the big industry inasmuch as it is possible for it to cut down overhead expenses and avoid tensions between the management and labour on account of more intimate personal contacts. The increasing competition in foreign markets has also to a certain extent favoured the growth of small industries. Small industry does not in any way aim at restricting the use of machinery, and runs on the soundest business principles. The need for an overall national planning in the field of industry is not being felt, one of the reasons being the present state of nearly full employment in the country. But on account of social reasons and with a view to relieving congestion in large towns, inducements are being offered to entrepreneurs of small industry to shift to rural areas where it is not necessary to put up housing projects for the labour, who find it possible to live at their own houses and go to work at the neighbouring industrial units.

4.2. The artisans and craftsmen are well organised. There local organisations are federated at the top into the Swedish Handicrafts and Small Industries Association through Regional Associations, which look after their general interest. This private Federation of trade groups engages on bulk purchases of the requirements of its constituents and arranges for training in book-keeping and working out production costs, which are considered essential for efficient management.

4.3. With a view to developing industries in backward areas, Government have set up Regional Trade Development Associations, which function both as financing and consulting agencies. These Trade Development Associations are staffed by highly competent engineers, who command the confidence of the industries in the fullest measure. They render advice and assistance in the entire field, such as on the type of machinery to be used indicating the source of supply, provision of the necessary finance, negotiating with local bodies and others for the acquisition of land for putting up the workshops etc. A visit was arranged to an establishment

manufacturing ready-made clothes for ladies, an industrial furniture manufacturing unit and two mechanical workshops, all of which have received the benefit of the advice of the Trade Development Association in one form or another. It was felt that the progress these units have made during the course of last few years has to a considerable extent been possible because of the assistance rendered by the Association.

4.4. To meet the needs of specialised training for skilled workmen for small Industries and for purposes of technological and other research in the field of small industries, the Government Institute for Handicrafts has been set up in Stockholm, which arranges courses for master artisans, foremen and supervisors. It also performs consultative duties in technical and economic matters and conducts research and experiments in its laboratories and workshops. The courses are designed for advance training and are not open to apprentices. To be eligible for admission applicants must have passed at least one of the approved trade tests and have some practical experience. Besides masters courses, chiefly intended for masters and their deputies, continuation courses are arranged for skilled workmen and fitters. Special courses in industrial designing, business management, book-keeping, cost accounting, business law and other subjects in the business curriculum are also arranged. The special courses are run both during the day and during evenings and aim at imparting to the pupils knowledge of the latest technical advances and experiences in the trade. In due course, it has been possible for the Institute to establish a branch institute at Malmo to perform training and consultative duties in that area. The Institute has well equipped laboratories and workshops. The Experiments and Research Branch of the Institute carries out experiments partly in accordance with special assignments from private enterprises and partly in general with the object of promoting development and research for the benefit of handicrafts and small industries. It has also a library and a publishing department, which produces suitable literature for the benefit of handicrafts and small industries. The Institute runs a Rationalisation Service on the basis of (1) general and specific courses in business management, economics, work planning etc. for a particular trade, (2) technical investigations with regard to equipment, machines and tools working methods etc. and compilation of uniform principles for cost accounting, book-keeping etc. in co-operation with the occupational and trade organisations, and (3) the application of the above principles of rationalisation which also include branches like production, business methods, transport and distribution, the organisation of offices etc. on individual enterprise basis.

4.5. The team is of the opinion that advisory and supervisory service should be developed in each State in our country to discharge similar functions. The training of the personnel in such services should be organised in collaboration with other Regional Small Scale Industries Service Institutes. It is felt that there is a great dearth of competent workshop mechanics in our country and until such time as we are able to produce a fairly large number of such men, our

small scale industries programme is not likely to make much headway. Perhaps it would not be possible to send out men in any large number to foreign countries for training, but it may be possible to get in our country experienced workshop foremen as instructors on a long term basis in consultation with the Swedish Handicrafts and Small Industries Organisation or the Swedish Government Institute for Handicrafts.

Necessary importance should be attached to enabling our own Small Scale Industries Service Institutes to perform functions similar to those of the Swedish Government Institute in collaboration with the latter, if necessary.

4.6. Co-operation.—Like in Denmark, the farmers in Sweden are organised through the associations at various levels into two associations at the national level called the National Farmers' Union and the National Co-operative Associations for specific purposes. These National Co-operative Associations for specific purposes are finally organised into a Federation of Co-operative Associations. But there is no organisation at the top like the Danish Agricultural Council for co-ordination between these two apex organisations. The team was, however, informed that co-ordination is achieved by enabling the President of the Federation of Co-operative Associations to sit in the meetings of the Board of Farmers' Union and *vice-versa*, and also through common memberships of the two organisations at various levels.

While the functions of the Co-operative Associations, like those of their counterparts in any other country, are concerned with production and marketing on a co-operative basis, the Farmers Union looks after the general and economic interests of the farmers in relation to the other social groups in the country.

4.7. In Sweden great importance has been attached to extensive co-operative education as a result of which 98 per cent of the farmers are members of co-operative societies. Each central co-operative organisation maintains a co-operative education department. Parties of well trained officers are sent round touring the country for the purpose of lecturing to the farmers on the benefits and advantages of the co-operative movement. The team was told that at one stage expenditure on propaganda work was subsidized by Government. The important role that has been assigned to education in the movement is due to the recognition of the great danger of bureaucratization unless participating members are fully educated and function as active members. The Federation of Co-operative Associations publishes books, pamphlets etc. and arranges correspondence courses. In addition, the Swedish Farmers' Association has set up a college at Sanga Saby for the training of future co-operative agriculturists. This college does not, however, aim at giving formal technical instruction. It aims more at educating the farmers on the advantages of co-operation. The college functions primarily as an intellectual centre for farmers, but lectures on various subjects touching on the farmers life are arranged with a view to giving a proper background Specialized courses are also arranged on an *ad hoc* basis. Since the primary aim of the Training College is to produce good farmers,

good co-operative members and good leaders, a certificate from a Government County Agriculture School and membership in a youth organisation are essential qualifications for admission.

The consumer co-operative movement in Sweden has reached colossal proportions. The Swedish Wholesale Co-operative Society called K. F. owns and manages large departmental stores, hotels, restaurants and even factories. Continuous and specialised research and self-evaluation have very largely contributed to the success of the consumers' co-operative movement. The operations are under constant watch and analysis and not only mistakes once committed are not permitted to be committed again but new methods are being constantly attempted aiming at increased efficiency. In our own country we should have similar research and self-evaluation organisation in the entire field of the co-operative movement.

4.8. Though the stage for establishing one or more colleges in our country on the lines of the Sanga Saby College has not yet arrived, off-season courses should be organised on the lines of the winter courses of the Sanga Saby Training College, in collaboration with the teachers of our Agriculture colleges and schools. Emphasis in such courses, however, should be placed on practice more than on theory and there should be a strong bias for agriculture. So far as co-operative education on any large scale is concerned in our country, what seems required more is the putting up of model demonstration units of co-operative activity in representative areas to demonstrate that co-operation is really useful and can succeed in our conditions. These demonstration units should be practical examples and not ideal projects which cannot be duplicated on any substantial scale.

4.9. Institute of Home Economics Upsala.—A visit to Upsala was arranged with the object of studying the local self Government there, but unfortunately on account of some misunderstanding, the meeting with the County Councillors could not be arranged. On learning that there was an Institute of Home Economics in Upsala, a visit to this institute was made. While going hurriedly through the various sections of the Institute, it was felt that the tailoring and embroidery sections of the institute had highly skilled instructors. The quality of articles produced by the trainees was found to be of a very high order.

4.10. If facilities for acquisition of skills comparable to those available in the Upsala Institute of Home Economics are produced in our women welfare programme, there can be no doubt that the programme will receive tremendous reception. It would be worthwhile sending out a few of the instructors from our Gram Sevika Training Centres for training to this Institute.

CHAPTER V

NORWAY

Possibly on account of a misunderstanding of the scope of the team's interest in industries, in Norway the itinerary included visits to such large scale industries as Christiana Folkland Cement Factory, Chocolate Factories, Transformers and Electrical Equipment Manufacturing Factories, Paper Mills, Kaggefoss Electric Power Plant, Rail Road Wagons and Motor Car Body Building Factories, Fisheries Industries Plant and Bergen Ship Building Yard. A visit to the Bergen Fisheries Museum and Herring Sales Co-operative was also arranged. The sale of herring, except through the Herring Sales Co-operative Society, is forbidden by law, and, therefore, this organisation is not a co-operative organisation in the true sense of the term. The Government of Norway, however, is doing a lot to promote the interest of the fishing industry in the country because it is one of the important sources of foreign exchange. The Fisheries Development Department has done considerable research in the field and contacts with this Department would be of considerable use to the maritime States in India where possibilities of developing sea fisheries exist. It is understood that six students from some of our States are already receivng training at Bergen and that Norway has also set up a Fisheries Pilot Project in Cochin.

CHAPTER VI

THE UNITED KINGDOM

6.1. Social Service.—England has had a long tradition of voluntary social service. But during the past 40 years on account of the decrease in the number of landed gentry and clergy (the focal points of voluntary social service) and the decline in the power and efficiency of local government through Parish Councils, the need for setting up statutory social services was felt. Also the situation created by a gradual drift of agricultural workers to better paid work in towns, loss of traditional craftsmen through industrial competitions, increasing mechanisation and scientific knowledge in farming methods demanding new skills and training the need for greater co-operation in the production and marketing of food and isolation and lack of resources for social life in village communities in comparison with towns demanded an expansion of social services. With the growth of the statutory social services, the need for greater co-ordination among the various voluntary social service organisations and between such voluntary organisations and statutory authorities was increasingly felt. The National Council of Social Services has been set up for this purpose as a central voluntary agency. The Council thus functions as a bridge between the national voluntary organisations and statutory services at all levels. In addition, the Council acts as a clearing house of information and carries out research, undertakes experiments and encourages international co-operation in social work. The Council provides a forum for mutual discussion and co-operation, and, above all, a forum for common thinking on community requirements and common action. The main task of the Council, therefore, is to organise autonomous bodies representative of the principal statutory and voluntary service agencies with a comparative small wholetime staff, whose function is to call together the county organisations for counsultation and to offer advice and practical help to the villagers. The Council has both towns and rural areas under its field of operation.

62 As a result of the efforts of the National Council of Social Service, the following voluntary orgaiosations have been established:

(1) National Old Peoples Welfare Committee,

(2) The Women's Group on Public Welfare,

(3) Women's Groups and their National Association; and

(4) The Standing Conference of National Voluntary Youth Organisations.

All these organisations have done useful work in their respective fields. The Council also provides the Secretariat for 3 groups of organisations, which encourage art for the amateur, namely, (1) The Stnading Conference of County Music Committees, (2) The

Standing Conference of Drama Associations, and (3) The Standing Conference for Local History.

The Council also maintains an Information Department which collects, collates and edits most of the facts and reports, news and views on social developments, which form the basis of work of other departments and groups of the National Council. The department gathers the material from Acts of Parliament, White Papers, Reports of Parliamentary Debates, Government Memoranda, Newspapers and periodicals, Committee minutes, personal interviews etc. A noteworthy feature of the work of the Council is the setting up of the Citizens Advice Bureau Service which makes available to the individual accurate information and skilled advice on many of their personal problems that arise in their daily life, interprets legislation and explains State policy and action, not always properly and adequately understood by all individuals thereby avoiding the chances of any possible prejudice against official workers, helps the citizens to benefit from and use wisely the services provided for him by the State and in general to give counsel to men and women in many of their difficulties which be set them in an increasingly complex world. The Citizens Advice Bureau Service is a local self-governing unit but at the same time it is a part of the national voluntary service, being closely linked through its county and regional organisation with the National Council of Socal Service.

6.3. The working and organisation of the National Council and the various voluntary organisations and the Rural Community Councils merits detailed study in the context of similar requirements of our Community Development Programme. It is felt that the Indian Conference of Social Work should try to play the role of the National Council in our country but in the present context the aspect of stimulating the formation of voluntary social service organisations at all levels would perhaps be more important than that of co-ordinating the activity of the voluntary and state agencies. In the team for a study of the detailed working and organisation of the National Council and other organisations suggested above should be included selected members of the Central and State Social Welfare Boards and officials of the Social Welfare Departments of State Governments, where such departments have been established.

6.4. Rural Industries Bureau.—Rural industries in England, related as they are to individual needs, depend on men of all round skill, not geared to the specialised operations which large scale production demands. Such industries must, however, face the increasing competitive strength which large undertakings derive from advancing techniques. The Rural Industries Bureau, an agency entrusted by the Government with the task of providing an advisory service for county craftsmen is, therefore, concerned with the adaptation of recent technical discoveries to small independent users and has concentrated its experimental work to this end. The advisors and instructors of the Bureau visit the craftsmen in their own workshops in the countryside. The service is introduced locally to the crafts-men by the Rural Community Councils which are autonomous organisations at the country level representative of the principal statutory and voluntary agencies, the primary purpose of which is

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the promotion of the all round welfare of the people living in rural areas. For the foundation of policy, planning and supervision, subject to the Government's approval, and administration of the funds at its disposal, the Bureau has a Council which is widely representative of the many Government Departments and the voluntary agencies, including Community Councils, concerned with the development of rural industry. The Council also includes several private members with experience and knowledge in the field. Members of the Council are elected for a period of three years and are eligible for re-election. For local organisation, the bureau relies mainly on the services of the Rural Community Councils who normally employ the Rural Industries Organisers. The Bureau works in close co-operation with the various trade organisations and the National Council of Social Service which also provides *inter alia* secretarial service for the Bureau. The Rural Community Councils also act as the agents of a Society called Rural Industries Loan Fund Limited which administers through a Committee of Management two funds—the Rural Industries Loan Fund and the Rural Crafts-men's Workshop Loan Fund. Advice on technical matters is provided by the Rural Industries Bureau. The position that the National Council of Social Service and the Rural Community Councils have established for themselves is to an extent due to government funds at its disposal for administration.

6.5. University of London Institute of Education (Department of Education in Tropical Areas).—The Department of Education in Tropical Areas provides opportunities to persons having experience in administrative educational or social development work to study Community Development and Informal Adult Education to think through their experience and to clarify their objectives in discussion. Participants are helped to examine problems and difficulties encountered by them in the field or in accordance with their special interest. They also have the opportunity of studying and practising those skills and techniques which are likely to help them to solve their problems. Principles of community development and informal education together with their practical application, detailed comparative studies of selected topics and studies of community work in Britain are some of the items included in the studies. The principles of community development and informal education include investigation of ways of developing team spirit between the colleagues of the same or different organisations working in the same area, fostering enthusiasm and a sense of responsibility among subordinate staff in the field, developing co-operation between agencies and communities, locating, training and using local voluntary leaders in the common programmes, and achieving co-operation between different groups in the community where relations between them are not conducive to development of common purpose and action. Detailed comparative studies include subjects like organisation and finance, training of specialists and community development staff, extension training of technical departments and voluntary workers, methods of work, literacy in relation to mass and adult literacy campaigns, use of visual aids, resettlement problems in rural and urban areas, problems relating to work among women and development of community attitudes in the school and

the use of the school as an agency for community development. It is learnt that some students from India have attended this institute.

6.6. We consider that it would be worthwhile utilising the experience of these students in the formulation of our programmes and techniques in the field of community development work.

6.7. LONDON COUNTY COUNCIL (DEVELOPMENT DIVISION).—The old byelaws of the Council dealt with the matter of buildings from the aspect of security, fire-risk etc., but the new legislation (Development Act) is intended to achieve higher standards of amenities of lighting and spaciousness etc. It is the intention of the Act that it should be ensured that public buildings and projects are located where they should properly be located and not constructed in a haphazard manner. In pursuance of the above objective, the Development Division has prepared Master Plans for reducing congestion in the metropolitan area, encircling it with a green belt and locating green areas here and there within the metropolitan area. The work of L.C.C. Development Division consists of (1) Survey (2) negotiations between L.C.C. and County Councils of the smaller counties for the shifting of the people along with their industries from the metropolitan area into the countryside with a view to relieving congestion in the town and (3) study of standards for building bulk in relation to the available area.

Development Departments of towns like Calcutta, Bombay and Kanpur would perhaps be interested in the work of this Division.

6.8. YOUTH WORK.—At Oxford, it was learnt that there was a feeling in England that as a result of the school master and priest losing their hold in the rural areas, the social life was declining owing to lack of leadership. A research was conducted and it was confirmed that leadership was at a decline in the country-side. In order to fill the vacuum, it was thought necessary to locate and stimulate leadership in the school age and encourage the formation of local voluntary organisations for social work. Certain youth organisations have started courses in leadership—not teaching of leadership but of stimulating the throwing up of leadership. The idea was borrowed from the 4-H Clubs of America. The Young Farmers' Clubs and Women's Institutes are doing useful work in this field. In the rural areas both young girls and boys up to the age of 18 are members of Young Farmers' Clubs. For women, emphasis is laid on home economics and general education. In towns women's guilds have been established for women with pronounced urban interest. An attempt is being made in England at the moment to encourage the formation of Young Farmers' Clubs but the quality aspect has not been lost sight of. The working of a club is well considered before the question of its affiliation to the National Federation of Young Farmers' Club is decided. The aim of the Young Farmers' Club is to turn the rural youth into good farmers, good countrymen and good citizens. Activity in the Club is not only confined to general rudimentary education. The farmers can ask for instruction in any subject in which they might be interested. The County Organiser either arranges for a talk in a particular subject or advises the Club

to get in touch with the proper agency. The Chairman of the Club, called the Club Leader, is normally above the age of 25. In rural areas the Young Farmers' Clubs provide the much needed facility for a social get-together. The main activities of the clubs are carried on through quizzes and debates which inculcate the 'gift of the gab' in the participants.

A study of the working and organisation of the Young Farmers' Clubs and Women's Institutes in detail is recommended.

CHAPTER VII

PATTERN OF HEALTH SERVICES IN THE NETHERLANDS AND SCANDINAVIAN COUNTRIES

7.1. Health Services in these countries originally developed under private initiative and with the people's mostly farmers, co-operation. Actually in most of these countries the farmers started the first Sick Club and later on this pattern was followed throughout with few amendments here and there. In some of these countries, particularly in the Netherlands religion has played a predominent role in the development of health services. The Catholics and Protestants have developed these services for people belonging to these faiths by starting Cross Societies. To compete with these Cross Societies, others who were neither Catholics nor Protestants started a third Cross Society. Of course, the State Government subsidizes these private organisations, but the major portion of the income of these voluntary health societies/organisations comes from the contributions of the members. This contribution is fixed on percentage based on the income of the individual and varies from 1½ to 5 per cent depending upon the number of benefits the individual wishes to derive. The State Government has now come into the picture and has by an Act made the Health Insurance compulsory but has taken care to maintain the voluntary pattern of these services. As a result of this scheme nearly 75% of the population are insured. The remaining population, if not coming under compulsory health insurance scheme belongs to a very high income group and have insured themselves with other private health insurance societies—as such the entire population in these countries is insured against health risks. This state of affairs has been brought about by a high standard of literacy and improved economic condition of the people. These two factors were responsible for the development of the co-operative spirit among the people particularly the framers who set the pattern for the above services.

7.2. In all the above countries increased emphasis is being laid on promotion of positive health and prevention of diseases. The rural areas are scattered with individual Farm Houses of varying sizes. The communications are good. There is electricity all over. There is filtered and safe water supply available in all the urban areas and in most of the rural areas. In places where it was not possible to supply filtered water, there are tube-wells mostly worked by electricity and in few cases by hand-pumps but water is quite safe as it comes from below the impermeable strata.

7.3. For the disposal of human excreta and other human waste there is under-ground drainage in all the urban and most of the rural areas. In few rural areas (Farm Houses) they have a septic tank or other similar arrangement where both human excreta as

well as sullage is pumped into sewage cart (filth cart) and disposed of on agricultural land. Particular care is taken that this disposal must be done before the beginning of summer season so as to avoid fly nuisance.

7.4. NEUTRITION.—People are well-nourished—in fact overnourished. Even to-day in an advanced and well-fed country like Sweden the bread sold in the market is vitaminised and contains additional mineral salts. Pregnant women and nursing mothers get free supply of milk before and after pregnancy. The school children get a well-balanced mid-day meal. Emphasis is laid on the subject of nutrition both with regard to the preparation and cooking of food in most of the primary schools.

7.5. MATERNAL AND CHILD HEALTH.—Great emphasis is laid on provision of services for mothers and children which are mostly of preventive nature. Health centres are provided in some of the above countries where ante-natal, post-natal and 'well-Baby' clinics are held regularly. In these health centres arrangements have been made for the services of Pediatricians and Dentists. Where health centres are not the pattern, the responsibility for the above services devolves on the family doctor.

7.6. COMMUNICABLE DISEASES CONTROL.—Immunisation against communicable diseases is carried out in all the countries. In some of the States immunisation is compulsory and in others voluntary; but where it is voluntary, people are coming forward to take this immunisation and as such the question of State legislation to make it compulsory has not arisen.

Emphasis is laid on supervision of articles of food and drink. As most of the dairy products and animal food are exported, every precaution is taken for the safety of these products. In some States there is a law for the examination of food handlers in various establishments.

7.7. HEALTH EDUCATION.—Special emphasis is laid on this subject in these countries particularly in the primary, secondary and folk schools. Health education is conducted by radio, films, film strips, group talks, pamphlets etc. In the last year of the elementary school, the students are made to prepare and cook food; they are given practical instructions in the science of nutrition. The subject of health education is dealt with very great care in training centres for school teachers.

7.8. TUBERCULOSIS CONTROL.—Great deal of work has been done for the control of tuberculosis and the success achieved is phenomenal. Actually the incidence of tuberculosis is lowest in these countries. In spite of this achievement tuberculosis clinics and dispensaries exist in all these countries with a view to eradicate what little is left. All the industrial workers and most of the food handlers are examined and x-rayed in these clinics. B.C.G. vaccination is quite popular; actually in Sweden the new-born babies are given B.C.G. before the mothers leave the hospital.

7.9. Family Planning.—This is not much of a problem as the birth rate is fairly low. Secondly certain religious bodies in these States are averse to the propagation of this subject. Still women who need advice are helped in this matter by the staff of the health centres or by their own family doctor.

7.10. Geriatrics.—Old age is becoming a problem in these countries because of the health problem associated with the particular age group. Average longevity in these countries varies from 65 to 70 years. The homes for old people and employment of old people to keep them busy are being developed in these countries.

7.11. Hospitals.—There are a number of hospitals in both big and small towns. These are well-equipped and staffed. On an average there is one bed for about 500 people—Denmark has 5 medico-surgical beds for every 100 people. Strange as it may seem that in spite of a large number of hospital beds there are waiting lists in every hospital in every country. There are separate hospitals for mental cases and the feeling in these countries is that they require larger number of beds for these cases.

7.12. Training.—Training of doctors, nurses, midwives, sanitary Inspectors, dentists and other technical presonnel for x-ray, pathological work etc. is proceeding with great speed in each of these countries. Adequate laboratory facilities have been provided for research work.

7.13. Administration.—Health services are administered by one or more than one Ministries at the State (central) level. In Denmark there is no Ministry of Health nor is there any special Health Department. The work of Health services is administered and co-ordinated on behalf of the Ministry or ministries or where there is no ministry by Medical/Health Board which is called the National Health Department of the State concerned. The Chairman of this Board is called the Director-General who must be a medical man and is responsible to the State Government for co-ordinating the activities of various agencies who are engaged in public health work. His main duties are advisory and supervisory. Representatives of the medical profession of the country concerned are members of this Board along with other experts in different technical lines of health services. The Director-General is helped by Deputy and Assistant Directors and other experts in various fields. Each country is divided into Provinces/Districts and these are further sub-divided into Boroughs, Parishes and Counties etc. There are local bodies in charge of these sub-divisions and are responsible for the administration of health services in their areas. The Director General has his representative at the Province/District level with specialists in public health nursing and engineering, pediatrics, psychology etc. They advise and supervise the health work of the local bodies in their respective Provinces/Districts and co-ordinate the activites of voluntary organisations and the local bodies in the field of public health.

7.14. Budget.—As the local bodies are responsible for the development of both curative and preventive care, they make

budget provision out of their revenues. For each service the local bodies receive substantial financial grants from the Central Government.

7.15. COMMENTS.—As a result of the above health activities which are mostly preventive, these countries have brought down their maternal and infant mortality to a very low figure, even better than that of U.K. and U.S.A. The general health of the people has improved greatly so much so that it has created a new problem of old age. Due to all the measures mentioned above, in which nutrition has played a predominant role, the average longevity of people in these countries has been brought to the very high figure of about 70 years. "Three score and ten", the Biblical figure for length of life has become a reality in these countries. All this has been achieved because the health services have been in existence there for nearly 150 years and have developed by private initiative. These services have also received a great stimulus by high standard of literacy and higher income. The other advantage these countries had was that they had to deal with small population varying from 4 to 11 million, and this factor helped in the quick development of health services.

7.16. RECOMMENDATIONS.—These can be mainly divided under two categories:

(A) What subjects require further study?

(i) It is considered a detailed study is necessary to analyse the factors that brought about the spirit of co-operation and development of personal and private initiative by the farmers in these countries.

(ii) It would be of some value to study the programme of health education in the elementary, secondary and folk schools.

(iii) A comprehensive study of the Health Insurance in these countries particularly with regard to the development of "sick clubs" should be made.

(B) What programme of health services from these countries can be adopted with or without modification to suit our social and cultural patterns in the rural area?

I. (i) Inclusion of health education in all the primary and secondary schools with particular emphasis on personal hygiene and environmental sanitation.

(ii) The subject of nutrition should be included in the syllabus for the secondary schools.

The teaching under (i) and (ii) should be accompanied by practical work. The students during the primary and secondary education are in an impressionable age and can easily be influenced by adequate teaching. The environmental conditions in schools should be such that the pupils are in a position to practise what they are taught. This would mean that.

(iii) The teachers for the primary and secondary schools should be given a thorough orientation in these subjects in the training schools and colleges for new entrants and a special course should be organised for those who are in teaching line already.

(iv) Training in personal hygiene and environmental sanitation should be intensified in all training centres where community project workers are under training to-day in the country.

II. Great emphasis should be laid on care of pregnant women and children. The training programme for health subjects dealing with these services should be augmented. Immediate steps should be taken for the training of untrained dais who are doing maternity work in the villages.

III. People in the well-to-do villages should be encouraged to start "Sick club" (Co-operative health centres) and the State Government should subsidise this initiative. (A few co-operative health centres are working in some of the villages in Santinekatan purely by private initiative of the villagers and without any subsidy from the State Government). The services at present rendered in this area can be improved and intensified if some subsidy is given by the State Government.

IV. The general practitioners should be subsidised to take up general practice in the rural areas.

V. Voluntary organisations should be encouraged to develop health services for the people in their area and such efforts should be subsidised by the State Government.

VI. Every effort must be made to bring in women organisations for improvement of positive health services. If we can carry women with us in our health programme in the villages, it is certain that we will achieve our object much quicker.

CHAPTER VIII

PART I

ISRAEL

8.1. The Ministry of Foreign Affairs of the Israel Government had prepared an extremely well thought out programme which enable us in the course of the fourteen days that we spent in that country to see most of the country, its principal developmental activities and representative institutions of almost every kind. The programme had necessarily become strenuous but it did enable us to get a fairly comprehensive idea of the country's efforts in the fields of planning and development and of its community organisations which are playing a leading role in this development; but we could only get a bird's eye view and no more. It would be necessary for future teams to pick out certain specific features of Israel's planning and development or some of the special institutions for detailed study. In this report it would only be possible to touch on those aspects of the planning and development in Israel which impressed us most and point to the desirability of their being studied in greater detail with a view to derive lessons and gather ideas for application to our own planning and development and particularly to Community Development.

8.2. THE PROBLEM OF IMMIGRANT ABSORPTION AND HOW IT HAS INFLUENCED THE DEVELOPMENT PLANS OF THE COUNTRY.—It would be advantageous first to state the principal factors which have influenced considerably the country's planning and development and the character of several of its community organisations. The most important of these factors is the necessity of absorbing a large immigrant population which has come from all over the world, both from European as well as Asiatic countries, with different cultures and levels of development. This presents a two-fold task, one of having to integrate the immigrant communities into the economic life of the country and the other of having to mould a common cultural pattern out of the different cultures. According to the overall planning for economic development a certain percentage of the immigrants have to be rehabilitated in agriculture. This task is made doubly difficult because of the fact that hardly any of the immigrants had been agriculturists before. Most of them were not even accustomed to manual work. The difficulty of agricultural rehabilitation is increased by the further fact that except for certain areas in the north of the country there is lack of water for irrigation. It has, however, been found possible to conserve and carry the water from the north to areas further south and to tap sub soil water in the coastal belt. A Master Plan for irrigating the arable lands over a major portion of the country was prepared many years ago and is being systematically and speedily executed. It is hoped to irrigate ultimately large areas even in the desert portions of Negev province. Already some very successful agricultural settlements have grown up in that area and are flourishing.

8.3. This task of absorbing a large immigrant population has determined to a great extent the overall economic and developmental planning of the State and the development and growth of its community organisations. The total absorption capacity of agriculture has been assessed. For purposes of doing this land capabilities, water resources etc. were carefully assessed after collection of complete data. For absorption of the rest of the population, plans for the development of industries have been prepared and are being executed. The immigrants, coming as they do mostly from urban areas of the country of their origin, had been concentrating round the big cities like Jerusalem, Tel Aviv and Haifa. The distribution of the population evenly over the entire country and between agriculture and industry is an important feature of the overall plan. With the growth of agricultural settlements all over the country, it was necessary to plan for the development of small urban centres of trade and commerce where industries could also be located to give the necessary economic support to the rural economy. The overall planning, therefore, involves besides the distribution of the immigrant population between agriculture and industry also the development of agricultural colonies industrial centres and townships and integrating the economy of these two sectors. Simultaneously with this town and country planning is also being done. The location of new townships is being done in accordance with an overall plan, and each new township is being put up as a completely planned township. Even expansion of the old towns is on a fairly planned basis. In this planning, economic, social and cultural considerations are always kept in view.

8.4. Another important factor which governs the situation is the requirement of national security and defence. In the location of new settlements and in the organisation of settlements on the border areas, considerations of national defence and security play an important part. Israel has compulsory military service for both men and women and in all agricultural settlements an army man is deputed to train the immigrant youth to organise the defence of their settlement.

8.5. The character of the immigrant population, particularly the fact that few were agriculturists before and most of them were not even accustomed to manual labour, and the needs of defence have greatly influenced the nature of the agricultural settlements that have grown up in the country. These factors account for the fact that the majority of these settlements are cooperative settlements and even in those that are not, co-operation still plays an important element in the farmer's economy. There are many very successful collective settlements where there is no privately owned property at all. It was only through co-operative endeavour that the early settlers could succeed in the adverse conditions in which they found themselves. It has been demonstrated in Israel, perhaps better than in any other country, how co-operation can help even new settlers in a foreign country amidst many adverse conditions not only to establish themselves on land as farmers when they had never known farming before but also to build up a fairly high standard of living on farm economy.

8:6. The task of absorption of the immigrant population has also influenced the programme of education and technical training of the country. Adult education is receiving great attention and it is principally directed to bring about cultural homogenity in the immigrant population. Great attention is paid to the teaching of Hebrew to all newcomers and provision for this is made by the State and different non-official organisations in so many different way as to ensure that a new immigrant wherever he goes for his rehabilitation would get the facility to learn Hebrew. A great deal of attention is also being paid to the development of leadership from among the younger generation and to foster the feeling of belonging to a Jewish nation. In the field of technical training institutions have been developed for training youth for various purposes and in requisite numbers in accordance with the plans of development. More will be said about this later.

8.7. Important Voluntary Organisations.—Mention should now be made of the important voluntary organisations which have played and are still playing a very important part in the process of absorption of the immigrants and in the economic development of the country. These are the Histadrut and the Jewish Agency.

8.8. Histadrut.—This is the largest voluntary organisation. It is a General Federation of Jewish Labour which was founded in 1920. It has always made one of its principal objectives the absorption of the immigrants and has proved itself to be the strongest single force aiding the immigrants to find rehabilitation in Israel. The Histadrut is open to men and women who earn their own livelihood without employing the labour of others. It unites in a single organisation skilled and unskilled workers in agriculture, building and industry and in the technical and the intellectual professions. Various unions of workers are affiliated to the Histadrut, but it is the membership of the Histadrut which comes first, and by virtue of it comes the membership to the relevant affiliated union. The Histadrut is not purely a labour organisation, but it does safeguard the interest of labour and has achieved for labour through collective bargaining a high degree of standardisation of working conditions. Most of these conditions have now been secured by labour legislation. But what has given the Histadrut its unique character is the role it plays in the social, cultural and economic life of the country. It maintains a number of social services for its members, of which the most important is the health service provided by the Workers Sick Fund called Kupat Holim. The fund has its own net-work of clinics and dispensaries, hospitals and maternity homes and convalescent homes. The Histadrut also has an Invalid Fund which runs special hospitals for chronic invalids. The Sick Fund provides health insurance for nearly 60% of the total population of Israel. Other welfare institutions of the Histadrut include Funds for general social welfare, for assistance to elderly and needy members and for help to dependents of diseased members.

8.9. The Histadrut has always fostered the growth of co-operative economy which has greatly assisted the economic development of the country. The cultural activities which the Histadrut fosters are

directed towards the strengthening of the feeling of unity among its members and towards bringing about national solidarity. For new immigrants the Histadrut arranges classes in Hebrew language, special introductory classes in the problems of the labour movement and in the general economic problems of the country. It provides facility for adults to continue their general education and conducts an extensive programme for leadership training. The Histadrut maintains four permanent colleges, eleven trade schools and assists the affiliated unions to organise a large number of training programmes. Cultural activities are also undertaken by the women through the Women Workers Council and among the youth through the Working Youth Organisation.

8.10 The Histadrut has always closely identified itself with the task of economic development. The task before the country was to create almost from scratch a modern economy capable of granting its workers a reasonable standard of living and social and cultural facilities. The majority of the immigrants had not engaged in productive occupations in their country of origin nor had they worked in occupations which were most required in Israel. The Histadrut had, therefore, to tackle the task of creating a working class adapted to the needs of the country and has helped the new comers to find employment in productive fields. It realised that without such a constructive approach towards the needs of general economic development, merely a Trade Union Movement for fighting for labour rights would have no meaning in the situation that prevailed in Israel. In response to these conditions the Histadrut established a net work of economic enterprises of its own to develop specially those spheres of economy liable to be neglected by private investors. Most of these enterprises were given a co-operative form and are associated with the economic section of the Histadrut called Hevrat Ovdim, which is the apex co-operative organisation. Several co-operative agricultural settlements of different kinds including Collective Settlements (Kibbutz) and the Small Holders Settlements (Moshav) have been established by the labour movement. Under the Hevrat Ovdim are the Agricultural Marketing Co-operative, the Co-operative Wholesale Society and the Histadrut Contracting Company called Solel Boneh. The last maintains many industrial enterprises also such as quarries, foundaries, glass works, cement and cement pipe factories. But its biggest achievement has been in the field of co-operative house building for labour. The financial basis of the labour economy is provided by the Workers' Bank, while the credit needs of individual members are met through credit and loan societies. The labour movement has also played an important part in the development of road transport, of the merchant fleet and in civil aviation.

8.11. Jewish Agency.—The Jewish Agency, which is the product of the World Zionist movement, through its Settlement Department plays a vital role in the settlement of immigrants in agriculture. It provides the bulk of the funds required for such settlement. It works in close collaboration with the Government. Its responsibility extends to sponsoring and organising the immigration, making arrangements for the reception of the immigrants in Israel and taking them to their place of settlement and finally their

rehabilitation in agriculture. After a new settlement becomes economically self-supporting which takes generally six years, the responsibility for looking after the settlement is transferred to the Government. The Settlement Department of the Jewish agency has its headquarters at Haifa and regional headquarters at other places. Its technical experts look after soil survey including soil analysis, water planning, architectural planning and the economic planning for establishing new settlements. The entire agricultural land in Israel belongs to the Jewish National Fund. Land is settled with individual families or with the entire community according to the nature of the settlement, whether it is a Moshav or a Kibbutz.

8.12. The process of Rehabilitation on Land of new Immigrants.—On first arrival in a new colony the immigrants find employment in work connected with the preparation of the land, construction of houses and also in neighbouring establishment settlements, but their earnings from wages has to be supplemented by assistance from the Jewish Agency. Money for preparing the land, putting up buildings etc. is found by the Jewish Agency or by the co-operative organisations of the Histadrut. The plots for individual families are systematically laid out, but the allotment of land is made by gradual stages according as more land is made ready for cultivation. Each family is given a bit of land of every kind, for arable farming, for raising orchard and for growing vegetables. The immigrant families are also provided with some cattle and poultry to build up mixed farming to make the family's economy more stable.

8.13. Simultaneously with the starting of a new immigrant settlement on land the necessary Extension and advisory service is also provided to the community to help them in every way to get socially, culturally and economically rehabilitated. An agricultural instructor is provided by the Jewish Agency to teach the new immigrants methods of farming. The settlement is also given a social worker by the Histadrut, one or two school teachers, a nurse and a Chief Instructor. Attempt is also made from the very early stages to foster community feeling among the immigrants and to prepare the community for taking over management of its own local affairs as early as possible. The test of the merit of the Extension organisation given to a colony is judged by how soon the colony becomes economically self-supporting and culturally integrated and mature enough as a community to take up responsibilities of managing its own affairs. Many of the Extension Workers, particularly the Agricultural Instructors and Social Guides are volunteers from settled and older communities and come out to assist a new community for two to three years. It should be worthwhile to make a detailed study of the process of rehabilitating these immigrants and how these new communities are developed into self governing local bodies. A lesson that we can learn from Israel is that for rehabilitation of displaced persons an all-out effort and maximum assistance simultaneously in the economic, social educational and cultural fields, though it may *prima facie* appear expensive, is the most economical in the long run and the only way of achieving success. Medical assistance is generally given by the Hadassa Medical Organisation which is another voluntary organisation like the Jewish Agency. Advisory services and assistance of a higher level in all these fields, namely, Education, Agriculture, Health etc. are available at the regional centre, of which mention would be made later.

8.14. REGIONAL PLANNING.—Mention has already been made earlier that town and country planning is being done in a most systematic and efficient manner in Israel. The planning is not only physical but also economic. Mention has already been made of how the economic potential of the country has been assessed and the dispersal of population from the big cities to the country and the distribution of population between agriculture, industries and other occupations has been planned and how in pursuance of this Plan agricultural settlements are being established and the growth of new townships fostered. The planners of Isreal are anxious to develop uniformly the economy of the whole country on a regional basis and to avoid concentration of urban population in a few centres. They have laid down what should be the optimum size of the existing cities and towns or those that are being developed and of the ones that are being newly established. In developing new urban centres, the idea of economic planning for the region is kept in view. The idea is that the urban and rural population must be economically integrated and support each other. The best example of regional planning of this nature is to be seen in what is called Operation Lachish, the objective of which is to develop the Lachish area in the province of Negev. This area is in a very poor and undeveloped condition, and due to past neglect and soil erosion and lack of water had almost become a desert. The fertility of the soil has to be restored by providing irrigation and soil conservation measures and by establishing new immigrant settlements. A large area of land has to be brought under cultivation. Apart from securing in this way the rehabilitation of a large number of immigrant families and adding to the food production of the country, this would also achieve the result of strengthening a border area which at present is rather vulnerable, because there are very few Jewish settlements in the region.

8.15. In the overall regional plan for the area three kinds of centres are being established. The primary unit consists of individual settlements of the various types such as the Moshav, Kibbutz etc. In these centres will be located only such buildings and services as are required for day to day use. There will be dwelling houses, barns, livestock sheds, small co-operative store, kindergartens etc. To serve a group of such primary units there will be a rural community centre which will provide such facilities and buildings as are required to be used only once or twice a week and can, therefore, be more profitably shared by several settlements and would be too expensive to be maintained by a single settlement. At these centres would be located a school, clinic, tractor station and similar institutions. To serve the entire region will be developed a market town which will be located roughly in the geographical centre of the region. This centre will include the technical high school, the hospital, the various administrative and municipal offices, factories for processing raw materials grown in the area. The net work of roads for the region will be planned according to the economic needs of the region, and the irrigation system, which would be a part of the overall country's plan for irrigation, will fit in with the planning for the development of the agricultural settlements. A study of the technique of regional planning with the townships in the region also being fully planned can be studied by us with

advantage. The idea of regional planning has to be developed as a necessary feature of the overall planning which we are doing for the country's development. This idea must be eventually fitted into our plan for community development.

8.16. LOCAL AUTHORITY.—The development of local authority also follows the pattern of regional planning described above. The Local Council, which is the authority for the primary unit of a settlement manages the affairs of the community and looks after the public institutions located in the settlement. For the region there is Regional Council which is composed of one representative of each settlement in the region. Both the Local Council and the Regional Council are local bodies under the Ministry of the Interior. The latter also serves as the administrative unit of the Ministry. It has generally three full time workers, a Secretary, a Social Worker and an Educational Officer. "The Council's activities are aimed at providing the administrative framework for regional co-operation and making available regional and outside resources for the purpose of improving the economic and social conditions of the villages and furthering the social and cultural integration of the new immigrants into Israel's life". The council maintains the institutions at the regional level which serves all the settlements and villages of the region, and it deals with common problems such as supply of electricity to the area, development of irrigation etc. Among the kinds of institutions maintained by these Regional Councils are secondary schools, agricultural training centres, youth clubs, regional bakery, cotton ginning plant and similar other institutions according to the general or special needs of a region.

8.17. The funds of these local authorities come from their own taxes and fees, the payments they receive for the services maintained by them, the receipts from their enterprises such as a bakery or a cotton ginning plant, and grants-in-aid given by the Government. It is recognised that community development is the joint responsibility of both the local and Central Governments and that it is necessary to maintain the same standard of services throughout the country. Thus where the local revenue is insufficient the Central Government provides the necessary supplementary funds. Funds are also made available by the voluntary organisations and both the Government and such voluntary organisations also provide certain social services and extension and advisory staff either partly or wholly at their cost. In addition to the grants-in-aid the Government also gives advances as development loans for specific projects. The local bodies have a separate development budget for such projects.

8.18. It has been already stated that a great deal of importance is being attached by the Israel Government to the speedy building up of efficient local bodies, Local Councils and Regional Councils. The responsibility for helping the local bodies to organise themselves and develop their resources has been placed on the District Commissioners who are high powered officers of the Ministry of the Interior. The local authorities are assisted by funds and guidance. Below the District Commissioners are the District Officers whose principal duty is to assist and guide these local bodies. Supervision and control is regarded as less important than actual assistance

given to the local bodies. The close attention that is being paid to the local bodies through high powered and experienced officers has already shown excellent results and is greatly assisting not only the rehabilitation of the new immigrants but also their cultural integration with the old settlers. In the interest of our Community Development programme we will do well to follow the example of Israel and pay much more attention through a well organised and sufficiently competent advisory and guiding service to our local bodies.

8.19. Co-operation in Israel.—Mention has already been made of the part played by the Histadrut in developing co-operation in Israel. It would, however, be useful to give a further account of co-operation in that country. Because of the most adverse circumstances in which the early settlers had found themselves they had no other option than to form themselves into co-operative groups; otherwise there was no chance of their surviving. As co-operative farming came to be increasingly practised and was proving fruitful the idea took shape of "creating a solid organisation of workers which may tackle the task of development as a single cohesive force instead of piecemeal, on a broad co-operative basis, instead of individual co-operative units." This seemed to be the only possible approach in the absence of a developed capitalist class with the resources and the will to revitalise the country. This explains why in Isreal the labour movement was not prompted by the traditional circumstances which in other countries gave birth to Trade Unionism. In Israel there was no class of private capitalists and therefore the labour organisation became an instrument of economic revival.

8.20. Hevart Ovdim.—When the need grew for an apex body to co-ordinate and control the economy in the different fields the Histadrut formed in 1924 a General Co-operative Association of Jewish Workers in Israel called the Hevrat Ovdim. The literal translation of Hevrat Ovdim is "commonwealth of workers". Its stated purpose is to "unite on co-operative basis the Jewish workers in Israel in all professions, to organise, develop and expand the economic undertakings of the workers' community in all branches of settlement and labour in town and country, on the basis of mutual aid. The theory was that the workers must build an economic commonwealth based on co-operation in the absence of any other dynamic force giving promise of natural economic development." Every member of the Histadrut is also automatically a member of the Hevrat Ovdim. It is the primary co-operative association at the national level. The Hevrat Ovdim has no share capital of its own. Every individual member bears limited liability for the association without contributing any capital, but acts in a sense as a guarantor. The Hevrat Ovdim is both structurally and juridically a primary society, but it has the position of acknowledged leadership of all labour co-operative societies in the country and in all matters of policy and principle other societies accept its decisions and its guidance. It has representatives on the managing boards of some of the larger and more important societies and has power to nominate some of the directors. It has the power of veto over decisions of other societies which in its opinion detract from the integrity of the co-operative movement.

8.21. Under the Co-operative law the accounts of every co-operative society must be publicly audited and the audit report finally filed with the Registrar of Co-operative Societies. In each branch of labour co-operative activity there is an Audit Union of all the societies in that branch. These Audit Unions are recognised in the co-operative law and are accorded the legal status of a central society. Half of the Directors of each Audit Union are nominated by the Hevrat Ovdim and the latter uses these Unions for Supervision of the co-operatives, and for imparting co-operative education and practical instructions to its members.

8.22. In respect of the commercial companies directly owned by the Histadrut the Hevrat Ovdim acts as a holding company. It completely controls two most important such companies, Solel Boneh the buildings and the contracting organisation and the Workers' Bank, the central financial institutions of the labour movement, by holding all the founders share and most of the ordinary shares. The Directors are elected by the Hevrat Ovdim. In the day to day management, however, these companies have complete autonomy and so also the labour co-operative societies.

8.23. Forms of Agricultural Settlements.—In the field of agricultural settlements with their central societies and auxiliary institutions are organised within the Hevrat Ovdim. The individual members of these settlements have direct personal membership in the Histadrut and so also in the Hevrat Ovdim. There are 3 main types of agricultural co-operative settlements in Israel, all of which are alike in respect of basic co-operative organisation, but each makes its own contribution to co-operative practices. These types of settlements are:

(1) Kibbutz or collective settlement;
(2) Moshav or co-operative small holders settlement and
(3) Moshav Shitufi which combines the leading features of the other two types.

Each individual settlement is registered as a co-operative society and has the features of a producers' co-operative, a marketing co-operative and a consumers' co-operative. All settlements lease their land from the Jewish National Fund. Nationally owned land is the basic feature of Israel agriculture and all settlements must accept this principle as well as the principle of co-operative trading. All settlements are also bound by the rules to care for their members on the basis of mutual aid and to carry out the economic activities on the basis of their own labour.

8.24. The Kibbutz.—The distinguishing feature of the Kibbutz is the complete abandonment of the institution of private property. All the assets of the settlement are collectively owned. Money has no place in the internal life of the Kibbutz. All the members work without payment. All their needs are supplied without payment. Children are the responsibility of the group and are looked after by the members trained for the task. This frees the women members of domestic duties and they are able to work side by side with

the men in various collective services which the community needs.

8.25. THE MOSHAV. is based on the individual family unit. Each family independently farms its own land and the income of the family is determined by the quantity of produce it hands over to the central marketing office of the Moshav. All produce is marketted and supplies are purchased co-operatively. To a limited extent production is also co-operative, as for example, common ownership of heavy equipment which is rented to individual members when they require it. Each such settlement has a co-operative store and all requirements of the family must be purchased from that store. The allotment of plots of land of uniform size and quality to each family ensures broadly uniform living standards within the community. The Moshavin (plural of Moshav) have their own central institution, the Moshav Movement which guides the individual settlements in social, cultural, economic and organisational matters. Individual members are helped in various ways and new Moshav settlements are assisted by the older ones in establishing themselves.

8.26. THE MOSHAV SHITUFI. is a half way house between the two other forms of settlement. It is based on the family unit like the Moshav, but like the Kibbutz has the collective ownership of the means of production and collective farming. These settlements are also affiliated to the Moshav Movement.

8·27. It should be worthwhile to study in detail, the organisation working, economy and other aspects of these kinds of settlements. The knowledge will be helpful for developing joint and collective farming in our country. We also suggest that intelligent young farmers who can be expected to take the lead in joint and collective farming may be sent to live in these settlements to learn how they run and to imbibe their spirit. It may also be possible to invite young men from the old settlements to come and live for a few months in some of our joint farming projects to help to organise them.

8.28. FAMILY HEALTH CENTRE.—Mention should be made in this report of the new kind of family health centre which is being tried out in Israel. It is a kind of community organisation which seems to possess great potentialities. The object of this kind of health centre to undertake the health work, both curative and preventive, with special emphasis on the latter, on a family and community level. The centre also studies the community, the social cultural and economic forces operating within it, and their repercussion on the family. It tries to encourage projects of self-help and to stimulate the formation of voluntary organisations which will undertake various kinds of services for the community.

8.29. The Centre differentiates the three major phases of health work in the community—the curative, preventive and promotive. Curative work includes treatment at the clinic, home treatment and sending cases to the hospital. Preventive work consists mainly of keeping medical case histories, periodic check ups, immunization,

regular home visits, medical check up of children at school etc. Promotive aspects of health work include the organisation of children's health groups, health lectures supported by audio-visual aids, the encouragement of planting home gardens to supplement the diet etc.

8.30. The Centre also assists in stimulating rehabilitative health work by calling in the services of the organisations working in this field. Doctors, nurses and health educators attached to the centre work as a team supported by the clinical staff which includes a secretary, a medical recorder, a laboratory technician, a bio-statistician, a clinical psychologist, psychiatri nu ETESET ESHSTH ral anthropologist. The basic approach of the centre focuses on the family and, therefore, the same doctor, nurse team looks after the family whether the service needed is curative, immunization or educative. The health educator works in close co-operation with the medical staff and is thus able to use the medical problems of a certain family as the starting point for his social and educational work in the community. He serves as a link between the family on the one hand and the school study groups, clubs etc. on the other. It is the special task of the health educator to discover and stimulate the creative ability that exist within the community and work with the natural primary and secondary groups. The psychiatric social worker and the clinical psychologist work largely in advisory capacities and the latter helps in special cases which need personal care. The anthropologist devotes his time to both community research and advice to staff members.

8.31. It is recommended that one or two such health centres may be started under our Community Project programme as pilot projects.

8.32. Vocational Education and Technical Training.—The aim of vociational education in Israel is to prepare the manpower required for the country's present economy and for its future development in accordance with the needs of national planning. The work is being carried out in three fields:

(1) Apprenticeship
(2) Trade schools, and
(3) Vocational training for adults.

8.33. The training of apprentices has been found to be the cheapest, the most effective and the most important source of trained workers for crafts, industry, agriculture and other branches of economy. A special law has been passed which regulates the apprenticeship training. The law gives the Ministry of Labour the power of prescribing the minimum number of apprentices which an owner of a particular undertaking shall employ in his undertaking. It also gives the power to Government to supervise the training and working conditions of apprentices. The Government also organises and finances evening classes for apprentices and holds vocational examinations and grants certificates to apprentices who pass such examination.

8.34. We recommend that the need and desirability of having similar legislation and securing the maximum number of trained workers through apprenticeship may be considered.

8.35. There is nothing very striking about the trade schools. We observed that on the whole these schools are well staffed by competent instructors and are well equipped. The emphasis is more on practical training than on theoretical lectures and the number of trainers are sufficient to enable them to guide closely the trainee through his practical work.

8.36. Vocational training of youths present certain special difficulties in Israel. There is no tradition of physical labour and little tradition of craftsmanship among the new immigrants. There is often little desire among them to learn a trade. Most parents desire to give their children secondary school education rather than vocational training. There is also a great shortage of vocational instructors. Israel has evolved a fairly efficient system of imparting vocational training to new immigrants and to demobilised soldiers who had received no basic training when they were juveniles. This situation will be applicable to a large extent to our refugees from Pakistan who are to be rehabilitated in trades and there may be something to learn from what is being done in this field in Israel. For this a detailed and special study would be required.

8.37. Social Work.—Voluntary bodies have played a very important role in the development of social services in Israel. Mention has already been made of the social work done by the Histadrut, the Jewish Agency and the Hadassa. By 1932 the need for putting the social services on an organised basis came to be felt strongly and the Jewish National Council, which was the official organ of the Jewish community under the Mandate Government, established a Social Welfare Department in that year. Its aim was to set up local social welfare offices under the administration of the local authorities and to co-ordinate and develop the existing welfare services. The need for social work increased with increased immigration from the Central and Eastern European countries. Children were rescued from Nazi Europe and brought to Israel without their parents. They needed special attention and social care. So also did many of the adult immigrants. Voluntary organisations expanded their social service activities and organised social work began to develop. With that grew the need for professional social workers. Attention was focussed on this point by a small number of trained social workers that already existed in the country and those that came with the immigrants. While the importance of voluntary organisations in the field of social service continued to be recognised, it came also to be recognised that the basic social work for the family, the child and the community must be done only by professional social workers equipped with proper training and responsible directly to the Government and local authorities. The Government of Israel has a Ministry of Social Welfare to plan and supervise social services. On the side of the social workers the first National Conference of Social Workers took place in 1937 which established the National Organisation of Social Workers. The organisation drafted its constitution and started branches in Jerusalem, Haifa and Tel

Aviv. It affiliated itself to the Histadrut. It functions both as a union of social workers and as a professional association and has the dual objective of protecting the interest of its members and of raising the standard of social work and social services in the country. Its members must be graduates from a recognised school of social work. Social workers from abroad have to learn the Hebrew language and acquaint themselves with the conditions in Israel before they acquire full membership of the organisation. The membership of the organisation has rapidly increased. The General Conference meets periodically and has succeeded in rousing the interests of the public in special problems and welfare services. It elects a National Committee which acts as the executive and has a permanent secretariat. It has several permanent committees, organises study groups, lectures and seminars on a regional and national basis in subjects of general and professional interest to social workers.

8.38. Social work in Israel while faced with most of the problems common to all countries, have had special problems to deal with arising from the fact that most of the population are immigrants who have to be rehabilitated economically as well as culturally in their homeland. The background of many of these and the hardships that they have had to entail in their country of origin before migrating to Israel has turned a large number of them into social cases. The social worker in Israel has to deal with these social cases and has further to help in the process of cultural rehabilitation of new communities and help them in organising their community life. It is our belief that our social workers will have much to learn from experiences and knowledge that has been gained by the veteran social worker of Israel. Although the situation in our rural areas is in no way comparable to those in newly established immigrant colonies of Israel, there must still be many individuals and families that need social care which only fully trained and competent social workers can render. The recognition that has come in Israel through many years of experience that basic social work must be done only by professional social workers equipped with proper training and responsible directly to Government and local authorities and that even when there are many strong and well organised private agencies functioning in the field of social welfare, there is need for coordinating and putting the entire social work on an organised basis and that there is always need for professional social workers, have lessons which we can learn with advantage.

8.39. Youth Aliya.—The Youth Aliya is a branch of the Jewish Agency which is responsible for children who have migrated without their parents and require special care. The Youth Aliya organisation was created with the rise of Hitler in Germany and its aim was to save the Jewish youth by transferring them to Israel. Many of these adolescents came practically illiterate, and it was not easy to begin teaching them from the infant class upwards in the normal way. Special institutions, therefore, were put up for such youth to educate them and to teach them useful vocations or to prepare them for rural life in the co-operative pattern. At these institutions the youngsters spend half the day in studies and the other

half in useful work for which they are paid wages. This earning is a help to their family and only thus in many cases is it made possible for the youngster to be taken away from the family for the purpose of study when the family can ill-afford to lose his labour to supplement its meagre earnings. These are not residential institutions. The children are brought in the morning from the neighbouring areas in transport belonging to the Institution and taken back to their houses in the evening. Education is free. A mid-day meal is also given free. Children are taught community living also by being made to practise it under guidance in the Institution. These institutions also serve as Youth Centres. The staff also visit the children in their homes and help them to find jobs after they finish their education. Those who are seen to possess the necessary aptitude are sent to vocational schools or technical training centres.

8.40. This system of adult education can perhaps with some modification be applied to our children of poor families in the rural areas where a somewhat similar problem of educating them exists.

Part II

HEALTH SERVICES IN ISRAEL

8.41. Administration.—The Ministry of Health is the authority for administering the health services in the country and the Director of Medical Services is responsible to the Ministry of Health for development of health services in the country. The Director of Medical Services is assisted in his work by Deputy and Assistant Directors of Medical Services. The country is divided into six administrative districts and which are further divided into 14 sub-districts. In each of the District Headquarters there is a Regional (Provincial) Director of Health and there is a medical officer of health at the headquarters of the sub-district. One of the Assistant Director attached to the Directorate of Medical Services at the State headquarters supervises the development of health services on behalf of the Director of Medical Services in the district and sub-districts. There is a Board of Directors consisting of all the Deputy and Assistant Directors and this Board works as a policy making body for the whole State. Similarly there is a Board of Directors of all the District Medical Officers of Health with one of the Assistant Directors (called Regional Director) of the Directorate of Medical Services as the chairman and another Board of Directors consisting of all the Medical Officers of Health of the sub-districts for planning and execution of various health activities at the district and sub-district level. According to the law, the local authority is responsible for setting up of a sanitary department with a sanitary surveyor.

8.42. Hospitals.—The Ministry of Health operates 20 hospitals with 4,331 beds, maintains 14 District Health Offices and employs about 450 doctors and 1,750 nurses. The medical services include maintenance of hospitals, mother and child care, sanitation, epidemiological services, anti-malarial service, prevention and treatment of tuberculosis, mental hygiene, public health laboratories, nursing and pharmaceutical services. It also carries on a programme of health education.

8.43. Budget.—Six per cent. of the ordinary state budget is spent on health services.

8.44. Voluntary Organisations in the Field of Health.—In addition to Government Health Services, there are some very important voluntary organisations which have done some wonderful work in the field of both preventive and curative medical care. These are :—

1. Kupat Holim.—This is the most important and popular organisation that has set up a Health Insurance Scheme which has been in existence for nearly 40 years. About 66 per cent of the total population of

Israel (over one million persons) are members of Kupat Holim. It maintains 14 hospitals with 2,000, beds, 860 medical centres, 12 convalescent homes and 182 welfare centres. The membership of Kupat Holim consists of skilled and unskilled workers of all professions, hired agricultural labourers and employees in every sector of the country's economy; industry, commerce, public works, navigation and liberal professions. Its members are dispersed all over the country, in towns and villages, in collective and co-operative settlements, and in suburban localities. A pleasant feature of this health insurance is that the Jewish Agency insures the new immigrants immediately on arrival with Kupat Holim for the first three months. During the following three months, even if the new settler is still unemployed, he enjoys benefits of free medical aid.

Upon receiving employment after three months stay in the country, the new immigrant benefits from reduction of 40 per cent from the normal members fee, for a period of nine months. For administrative purposes, Kupat Holim has divided the country into 15 districts each with an office and a district committee elected by the members of the Kupat Holim. The district offices are directed by the district doctor and administered and supervised by the Directorate. There are 650 local branches scattered all over the country. The premium varies from 1½ per cent to 5½ per cent of the income depending upon the number of benefits which a member requires. The medical officers appointed by the Kupat Holim for its insured members get fixed monthly salaries plus a village (rural) allowance varying from 15 to 20 per cent of the salary. All services are free for the members except dentistry, cost of spectacles, orthopaedic appliances and payment during convalescence. Even here either the local bodies or some other charitable organisation comes to the aid of the person who is not in a position to pay for these requirements.

2. Hadassah Medical Organisation.—This organisation is sponsored by Women's Zionist Organisation of America and provides most of the curative and some of the preventive services in the Jerusalem area. It maintains 3 hospitals with a bed capacity of 701 and 31 medical centres. This organisation has established a Medical School jointly with Hebrew University and a school for nurses.

3. Malben.—This institute is sponsored by the American Joint Distribution Committee and is responsible for the medical care of the handicapped immigrants. It has built 8 hospitals with bed capacity of 1,558 beds, a Tuberculosis Rehabilitation Colony, out-patient clinics in Tel Aviv and Haifa, Old age Homes for more than

2,000 aged persons, a village for 100 blind persons and their families, a home for toddlers and 23 sheltered workshops for physically handicapped persons.

4. The Anti-Tuberculosis League.—This league maintains clinics for prevention of tuberculosis all over the country.

5. Magen David Adom.—Magen David Adom is the Israel equivalent of the Red Cross Society. It maintains 28 first-aid branches and first-aid stations, about 110 ambulances, and 3 blood banks in Jerusalem, Tel Aviv and Haifa.

Municipalities and private organisations have also set up hospitals for medical care.

8.45. Rural Health Services.—The rural area of the country is being developed in different types of settlements called Kibbutzim, Moshavot, Maabarot etc. In all these settlements simultaneously with the development plans and with the arrival of the immigrants a health centre/dispensary is set up with a nurse in attendance. A medical officer, if not stationed in the settlement visits the settlement on fixed days and at fixed time. In case of emergency, services of the doctor are always available and arrangements exist for taking the patient to a district hospital if the condition of the patient so requires. Majority of the deliveries except in some Arab villages are conducted in the hospitals. Arrangements have been made for conducting "well-baby" clinics in all the settlements.

As has been explained above, in the field of medical and health services in Israel more than one body operates at the same time in some of the places and it is the duty of the Director of Medical Services and his staff to bring about co-ordination between the activities of the various voluntary organisations and the State. There is a Co-ordination Board with 18 members, with the Director of Medical Services as the chairman. The Board meets once a month. Representatives of the defence services, hospitals, local bodies/municipalities, Kupat Holim, Hadassah and other organisations are represented on this Board.

8.46. Health Centres.—To develop integrated health services (preventive and curative), a few health centres have just been started in spite of the opposition of the local medical associations. These centres are becoming popular. One sub centre is being developed in one of the Arab villages by the aid of the United States Operation Mission in Israel, who have posted experts in public health and nursing in the field.

8.47. Education.—According to the law of the country, school attendance is compulsory and free between the ages of 5 and 14. Israel school system provides continuous education from kindergarten to university. About 70 per cent of all children between the ages of 3 and 6 attend kindergarten. The last year of kindergarten is compulsory. During the last years of elementary education great emphasis is laid on person hygience, nutrition, home economic and environmental sanitation.

8.48. SUMMER CAMPS FOR SCHOOL CHILDREN.—The Nutrition Department provides summer camps for about one-third of the children who belong to the lower income group.

8.49. ENVIRONMENTAL SANITATION.—Water supply in Israel is arranged by a private company called Mekoroth; it is like a Water Board. It is responsible for development of water resources and supply of water throughout the country. This company is jointly owned by the Histadrut and other national institutions. It is the foremost water supply organisation in the country serving both rural and urban domestic and irrigation needs. On the whole Israel enjoys a high level of protected water supply coming from sanitary deep wells.

Sewerage schemes are still lacking in many places, but the major cities are approaching solution of this problem. In the rural areas there are sanitary latrines of all types—septic tank, bore hole, pit latrine etc.

8.50. SUMMARY.—The pattern of health services in rural areas in Israel is peculiar to the country. All arrangements for medical care including maternal and child health and for provision of safe water supply are made before the people are brought to the settlements. About 70 per cent of the workers are insured with Kupat Holim and as such these people have not to worry about the procurement of medical care. All maternity cases are taken to the hospitals for delivery and there is a nurse attached to every settlement for pre-natal and post-natal care.

The care of the infants, toddlers and school age children receives special attention in Israel. Kindergarten education of the children from 3 to 6 years is more popular in Israel than in any of the other country visited. Health education and the subject of Nutrition receive special emphasis.

There is provision of safe water supply for all the urban and most of the rural area, but a great deal still has to be done to solve the problem of disposal of human excreta in the rural areas.

CHAPTER IX

GENERAL OBSERVATIONS AND RECOMMENDATIONS

9.1. In none of the countries that we visited, except to some extent in Israel, is there any programme like our Community Development Programme or like our National Extension Service. The task of Community Development in these countries is largely the concern of the local authorities and non-official organisations. Mention has already been made of the high state of development of local authority reached in these countries. These local authorities have large powers, long experience and a tradition of Social Welfare work. There are also many well organised non-official agencies functioning in the field of Social Welfare. Government's role is primarily to assist the local authorities and non-official organisations in their work of community development and social welfare. Education and general enlightenment of the masses has already progressed far beyond the stage at which we are in our country at present and with education and general enlightenment has come technological advance in all fields of production and the advancement of the general welfare. Governments in these countries have no doubt developed and do maintain Advisory Services in various fields, such as, Agriculture, Small Industries and Social Welfare, but the functions of these Services are largely educational and advisory and they have no responsibility for the implementation of any programme of action, nor is there any unified Extension Service Organisation as we are trying to build up in this country. In those countries the task of the Government has been to increase the competence of the Advisory Services, make higher quality of technical guidance available to the communities and commercial organisations working in the field of community development, to provide institutions for technical training which are not provided by non-official organisations and to promote research in all fields. In the field of Social Welfare the Governments in these countries are playing the role of coordinator between the various organisations working in the field. There can be no doubt that as we progress the role of Government in Community Development will change as it has changed in the advanced western countries, but for the present the need for a comprehensive programme of Community Development with much greater responsibility on Government for actual implementation of the programme and finding the finance for it has to continue. But at the same time it is necessary to keep the real objectives of Community Development always prominently in view and to consciously work for the development of policy and programme in the directions in which these have developed in the advanced countries.

9.2. The situation in Israel, as would be apparent from the Chapter on this country, is very different from the situation in the other countries that we visited. Here the Government is mightily

engaged in settling the immigrant population and developing them into self-governing, self-reliant and economically self-dependent communities. In some ways the task before us in the field of Community Development is also similar, for ultimately it is one of rural rehabilitation, economically, morally and culturally.

The Israel Government acknowledging the need for national planning in the sphere of community organisation have established a Department of Community Organisation in the Ministry of Social Welfare. "Community organisations in Israel are viewed as a process utilised by various organisations and groups in their endeavour to create conditions favourable to concerted action in the Social field and to carry out programme of Social reform". Attempt is being made to evolve a national policy for community development. Now that Community Development has been assigned a most vital place in our planning and development, and the programme of Community Development is being implemented on a National scale, it is perhaps not too early to suggest the formulation of a National Policy for Community Development. To quote from it the Report of the Mission on Community Development in South and South East Asia, 1953—"It is our conviction that the success of the community approach on a national scale and indeed of overall national development plans and programmes requires a philosophy, or at least, an ideal, with sufficient emotional content to provide the drive needed for action programmes. This philosophy or ideal must be accepted and felt by the leaders of national policy and sufficiently understood and accepted by a sufficient number of people to provide popular support. Voluntary agencies have an important part to play in developing such a policy or formulating such an ideal, and propagating it; in short in providing moral leadership. A plan with no moral appeal is just a blueprint."

Efforts must be made to develop community work as a professional technique which should gradually come to be acquired by most official and non-official agencies engaged in promoting people's organisations or rendering social service. Fortunately, in the Community Projects Administration, we have already the central organisation which can apply itself to this task and can give the necessary lead in this matter, undertake research and an educational programme for the benefit of official and non-official organisations working in the field of Community Development and Social Welfare. It should secure the collaboration of the Universities and other appropriate educational institutions and organisations in getting Community Development recognised as a National Policy and developing the proper theoretical and research base for it.

9.3. We in our country are still paying primary attention to the execution of programmes which will bring about essential economic and social improvement in the community. But the ultimate objective of Community Development is to build up the strength of the community to enable them to organise their own social services, initiate projects of self help which will improve their standard of living, and build up community organisations on a permanent basis. Even in the initial stage of Basic Community Development the programme of work undertaken must keep an

eye on these objectives and must provide full opportunity for group activities and foster group and community solidarity and develop in the community the sense of responsibility for developing the social services for itself. It seems to be necessary to examine at this stage of our work whether enough attention is being given to these objectives or whether it is necessary now to consciously attach greater importance to the achievement of these objectives and to the development of essential community organisations and less importance to the carrying through of the work programme designed to improve the basic economic and social conditions of the community. Particular mention should here be made of the need for developing the local bodies at the village and intermediary level, particularly at the village level. It is only if we succeed in developing these local authorities, which would derive their strength and vitality from the community, that the permanence of the Community Development work now being done will be assured. It has already been mentioned elsewhere in the report what great importance is being attached in Israel to the development of the Local Councils and Regional Councils. In the other countries that we visited local authorities have been functioning for many many years and have reached a high degree of stability and maturity. They manage all their local affairs. The administration in these countries is higly decentralised. These factors account largely for the high stage of community development that has been reached in those countries. But even so the Government continues to give a great deal of assistance and guidance to the local bodies through its administrative machinery and advisory services. We feel that our Panchayats and local bodies must receive better attention than is at present possible under the administrative arrangements existing in most States under which these local bodies are largely dependent for day to day guidance and assistance on petty officials and the control and guidance—it is more control than guidance—of the higher officers such as District Magistrates and Commissioners is largely through paper and spasmodic. Under such arrangement the desired results may not be secured and the local bodies now being developed may be no better than those they will succeed.

9.4. In our programme of Community Development we have recognised the importance of social education. But work in this sphere continues to remain inadequate both in quality and quantity. Social Education must become a programme of widespread education and general enlightenment. In the advanced western countries it was the spread of education and general enlightenment that paved the way for progress in several other spheres and in community development. Despite the training that is being given to the Social Education Organisers and the fact that each development block is given two such functionaries, the programme of social education is still lacking in vigour and is not diversified enough to secure the results we aim at. We consider that however efficient and well trained the Social Education Organisers may become and however energetically they may tackle their task and however well they may be supported by the rest of the team of Extension Officers in the Block, the programme of social education will not become

what it should be unless a fuller support is given to the programme by various other agencies and institutions as is the case in the countries we have visited. There a large number of voluntary organisations are working in the field, many directly in the field of social education and many indirectly, their principal objective being different, as for example, the Farmers' Unions of the Scandinavian countries, the Folk High Schools in Denmark, the Histadrut in Israel. Educational institutions starting from the University down to the secondary schools contribute in one way or another their but to the programme of social education. Such support for the Social Education programme must be secured in our country also and voluntary organisations should be created and institutions of various kinds developed for the purpose, at all levels, national, State and regional.

9.5. Work in the field of public health needs to be intensified in our programme of community development. In the development of the social and economic life of the communities of all the countries we visited the development of health services, whether provided by the State or through co-operative effort of the people themselves or by voluntary organisations, have played a very important part. In the conditions prevailing in our rural areas it is very important to intensify our health programme. But the ultimate objective should be co-operative health insurance and we recommend that pilot projects of co-operative health insurance should be undertaken immediately in various parts of the country. Special attention should also be paid to the development of a proper School Health Service which will take care of the health of the school going children. All the countries we visited have an efficient School Health Service which by caring for the health of the school going children lays the foundation for the health of the nation.

9.6. We have said elsewhere that the Social Welfare content of our programme of Community Development needs enrichment. In all the countries that we visited systematic social welfare work through properly trained workers and supported by social research has come to be regarded as an essential part of any programme of Community Development. Although full scope is left for private initiative and voluntary organisations, the State's responsibility for stimulating social welfare work, assisting the voluntary organisations by subsidies and through the guidance of technical experts has come to be recognised everywhere. The need has also been felt everywhere for forming individual workers and organisations into associations in order to bring about co-ordination in their working and to raise the standard of social work and the quality of the workers. The State has to actively assist in the formation of such apex organisations and it has also to accept responsibility for bringing about necessary co-ordination and planning in the field of social welfare work. It must build up specialised and competent advisory service in the field of Social Welfare which can provide leadership and guidance to the private organisations. These are lessons which are important for our country also, and it is suggested that the need for having Ministry of Social Welfare may be considered.

9.7. A lesson that we can learn from the study of non-official organisations, like Farmers' Organisations and Co-operative Organisations in Denmark and Sweden, is that their real strength lies in the primary units and the interest that the local communities take in the affairs of their own local union or society. There is no doubt that their apex organisations give them a great deal of strength and support, but the Federal Organisations came to be formed and have vitality and strength only because of the strength in the primary units. It could not have been the other way; it would not have been possible for the apex organisations to have created and given strength and vitality to the primary units. This is so because these are truly people's organisations with their roots in the people living and working in small communities at the village level. An organisation created at the top will never succeed in promoting strong and active units at the level of the primary communities. In the stage at which we are today, therefore, our chief attention has to be given to the formation of strong primary units at the village level, whether it be in the field of farmers' organisations or co-operative societies or social welfare societies.

CHAPTER X

SUMMARY OF RECOMMENDATIONS FOR FURTHER STUDY AND FOR IMPROVING THE PROGRAMME OF COMMUNITY DEVELOPMENT

PART—I—RECOMMENDATIONS FOR FURTHER STUDY

10.1. THE NETHERLANDS.—The Extension Organisation of the Netherlands should be studied in detail and so also their educational institutions for imparting agricultural education to farmers and for turning out Graduates and lower category personnel of the Agricultural Advisory Service.

10.2. A detailed study should be made of the comprehensive and integrated planning technique which has been developed in the Netherlands in connection with their reclamation projects. This would be helpful in planning and executing big reclamation projects that may be taken up in our country.

10.3. Building costs in the Netherlands seemed to be fairly low taking all the circumstances into account, and it may be worthwhile studying how this is so.

10.4. The Foundations of various kinds which have been promoted in Holland, *e.g.*, the Foundation for training courses and research in the Technological University of Delft, can be studied with advantage as a method of simplified financial control.

10.5. The research results reached by the Foundation for training courses and research in the Technological University of Delft should be studied in detail and so also their techniques for studying the problems of the small industries and for assisting them. It may be even useful to obtain from the Foundation some experienced man for a few years to help us in developing a competent Advisory Service for Small Industries, supported by adequate research in the field.

10.6. A detailed study of the work of the Foundation of Opbouw Drenthe should be undertaken with a view particularly to learn how semi-official organisations can be made to play a valuable role in stimulating social welfare work and how non-official organisations can work in a coordinated way in the field of Social Welfare.

10.7. The use to which electricity is put in rural areas in Holland as also the tariff rates which are followed in that country and the social benefits derived from the use of electricity should be studied.

10.8. DENMARK.—The multi-lateral system of education that had developed in Denmark should be studied in detail, as this system seems to offer a solution to several of our educational problems. Experts in the field of Education or the Ministry of Education could best undertake this study.

10.9. The Folk High School Movement should be studied in detail by a team which should have administrative officers; educational experts and Social Education Organisers on it.

10.10. The Farmers' Organisations, the Advisory Services they have developed, and the method of testing the results of research in Government Farms through these private agencies which is followed in Denmark, should be carefully studied.

10.11. The role of Co-operation in the agricultural economy of Denmark should be studied in detail.

10.12. United Kingdom.—The working and organisation of the National Council of Social Services and the various voluntary organisations working in the field of social welfare and the Rural Community Councils merit detailed study. This study should be made by a team which should have on it members of the Central and State Social Welfare Boards and officials of the Social Welfare Departments of the State Governments where such departments exist.

(2) Development Departments of big Municipalities like that of Calcutta, Bombay and Kanpur, can study with advantage the working of the London County Council (Development Division).

10.13. The working and organisation of the Young Farmers' Club and Women's Institute merit detailed study.

10.14. Israel.—A detailed study should be undertaken of the process of rehabilitating immigrants and how the new communities formed by the immigrants are developed into self-governing local bodies.

10.15. Study should be undertaken of the technique of regional planning followed in Israel. The idea of regional planning has to be developed as a necessary feature of the overall planning which is being done in our country. This idea has eventually to be fitted into our plan for Community Development.

10.16. The organisation, working economy and other aspects of the various forms of settlement obtaining in Israel, namely, the Kibbutz, the Moshav and the Moshav Shitufi, should be studied in detail as this knowledge will be helpful for developing joint and collective farming. It would be worthwhile sending some young Indian farmers to live in these settlements, to learn how they are run and to imbibe their spirit.

10.17. A detailed and special study should be undertaken of the very efficient and comprehensive systems which have been evolved in Israel for imparting vocational training to immigrants and to demobilised soldiers who had received no basic education or training when they were juveniles. The knowledge will be useful in several situation obtaining in our country.

Part—II Recommendations in regard to the Programme of Community Development

10.18. Netherlands.—Our Basic Agricultural Centres should run off-season courses for farmers and Agricultural Schools like the Primary Agricultural Schools of Holland should be started in our country for educating farm vouth.

2. We may consider whether it would not be worthwhile imparting some knowledge and training to the Gram Sevak which will enable him to give advice and guidance to villagers in the use of electricity when electricity is provided in any rural area.

10.19. Denmark.—2. The Principals of Janta High Schools should be deputed to Folk High Schools in Denmark for 2-3 months attachment so that they can get a good knowledge of these institutions and imbibe something of their spirits. The number of Janta High Schools should be increased rapaidly. They should be developed into important institutions for social education and general enlightenment of the masses.

10.20. 3. Greater effort should be made than seems to be the case at present to encourage voluntary organisations and specially the local bodies to provide the more simple types of social services. There is considerable need for promoting local effort for building up simple social services and this should become an important objective of Community Development.

10.12. Sweden.—4. Advisory and supervisory services should be developed in each State for promoting Small Scale Industries and in this matter much can be learnt from the services that have been developed in each State for promoting Small Scale Industries and in Workshop Foremen from Sweden to serve as Instructors in our technical training institutions. We could perhaps also get assistance from the Swedish Handicrafts & Small Scale Industries Organisation and the Swedish Government Institute for Handicrafts. In developing the advisory and supervisory services and training courses our Regional Small Scale Industries Service Institutes should play an active role and in this task can find considerable guidance from the Swedish Government Institute for Handicrafts.

10.22. 5. Off-season courses should be organised in Co-operation on the lines of the winter courses run by the Sanga Saby Training College of Sweden. This should be the joint effort of our Co-operative Institutions and Agricultural Colleges and Schools. In these training courses emphasis should be placed on practical work than on theoretical teaching and there should be a strong bias for agriculture.

10.23. 6. Model demonstration units of co-operative activity should be started in selected areas of the country to demonstrate that co-operation is really useful and can succeed in our conditions. These demonstration units should be practical example and not ideal projects which cannot be duplicated on any considerable scale.

10.24. 7. A few Instructors from our Gram Sevikas Training Centres should be sent to the Institute of Home Economics Upsala to receive training there.

10.25. United Kingdom.—8. Some students from India have attended Community Development courses in the University of London, Institute of Education (Department of Education, Tribal Areas). It would be worthwhile utilising the experience of these students in the formulation of our programmes and techniques.

10.26. ISRAEL.—9. Much greater attention should be paid to the development of local bodies through a well organised and sufficiently competent advisory and guiding service.

10.27. 10. The new kind of family health centre which is being tried out in Israel may also be attempted in our community projects as pilot schemes.

10.28. 11. The need and desirability of having legislation similar to that in Israel for training of a large number of apprentices in private undertakings may be examined.

10.29. Basic social work should be undertaken only by professional social workers equipped with proper training and responsible directly to Government and local authorities. There is always need for coordinating and putting the entire social work on an organised basis even though there may be well organised private agencies functioning in the field.

10.30. We can follow with modifications the system of Adult Education which is followed by the Youth Aliya in Israel whereby adolescents who had received no education during their childhood can receive education working for their livelihood at the same time.

CHAPTER XI

SUGGESTIONS REGARDING ADMINISTRATIVE ARRANGEMENTS

11.1. GENERAL.—By and large the arrangements made through our missions abroad and the American Express Co. Inc. were very satisfactory. We have, however, a few suggestions for future tours which we hope will be found useful.

11.2. PROGRAMMES.—(i) Our tour had unfortunately to face an extremely rigorous winter which even for northern Europe was considered unusually severe. Although in hotels and while travelling by car there were very satisfactory heating arrangements, the countries especially Holland, Denmark, Norway and Sweden were ice-bound and travelling except by major roads was impossible. On several occasions we desired to reach the lowest levels of community organisations but most times we were told either that the places were unapproachable or that the members and servants of such organisations would be unable to gather together to meet us. Certain subjects or lines of development of a country can be best studied in certain seasons and not in others either because only in those seasons will the majority of workers concerned be available or the principal activities would be in progress. We would suggest, therefore, that programmes for future visits should be drawn up in close consultation with our missions abroad and with the host Governments concerned.

To give a few examples, the Folk High School of Denmark would merit study during the winter when their chief courses are run. The visit to Holland for study of development work in backward areas should be late summer and the visit to Israel should be in spring.

(ii) Our study tour had as one of its chief aims the survey of future possibilities for study by succeeding teams. Judged from this view point our tour was well arranged as it gave a bird's eye view of most activities of community development going on in the countries visited. But for a sufficiently comprehensive study of the various aspects, the tour was too packed and there was no break for digesting the mass of information supplied by the host countries. We would suggest that future tours should be planned at a more leisurely pace to allow a detailed study of certain aspects. In addition after every three days of study one whole day should be allowed free preferably with a steno-typist arranged through our foreign missions or through the travel agents so that impressions can be discussed by the members of the team and recorded while they fresh. In addition when a study tour is on its way home it should be given a break to finalise its report. This may take the form of a stay of nearly one week at a quiet resort or preferably a return journey of approximately one week's duration by sea. The latter course may prove financially advantageous.

(iii) We have found our missions abroad extremely helpful and their assistance has been of great value in planning our programme. We had a feeling, however, that the bulk of community development literature sent to our missions is so huge that it would be impossible for busy diplomats to read and digest much of it. We would suggest, therefore, that in addition to the routine briefing about the objectives of each study tour which we presume is already being done, the missions should be kept abreast of developments in the community development programme by periodical issue of brochures especially prepared for them. We consider that the ordinary information pamphlets issued by C.P.A. may not be found entirely suitable for this purpose.

(iv) In addition to the briefing and informative broachures recommended above, previous detailed vetting of the programme proposed by our missions abroad in consultation with the host Governments should be done by the C.P.A. For this purpose our missions may perhaps be able to indicate at some length the exact items for study in the programme.

(v) To enable a critical study of items on the programme it would be advisable to supply in advance to the members of the study tours, selected literature obtained from the host Governments. During our tour we found that the literature which was given in profusion was made available only during the visits to a place or institution on the programme. This left no time for its study and for obtaining clarifications.

FINANCIAL ARRANGEMENTS.—(i) The American Express Co. Inc. were fairly prompt in placing the daily allowance and entertainment allowance at our disposal but there was some confusion in regard to incidental expenditure such as postage for literature to be sent home, telephone charges, cablegrams etc. it would perhaps be better if in future for study tours a contingency allowance could also be made available to the leader in each country. Perhaps a sum of £25 sterling would be adequate.

(ii) The split rates of daily allowance which we understand have been fixed in consultation with the Ministry of External Affairs were in our view quite inadequate. Fortunately our delegation was entertained fairly extensively in most countries and hence there was no very great burden on our slender personal purse. Even so we found that the split rates in Holland, Denmark, Sweden and Norway were just enough to meet the cost of break-fast and dinner and left little for incidental expenditure such as tipping. We understand that the American Express Co. Inc. were advised to attend to the tipping but in our view this is not a satisfactory arrangement as floor waiters, chamber maids, boot blacks, lift-men and commissionaries naturally expect to be tipped and as the various members of the delegation did not always get rooms on the same floor, it is virtually impossible for the travelling agents to do the tipping and necessarily this imposes a burden on the officers. We would suggest a realistic revision of the split rates so as to provide for break-fast, lunch, afternoon tea and dinner (without wine and liquors) as for menu meals normally charged by the class of hotels

in which we were supposed to stay. In addition a sum of approximately 7 to 10 shillings sterling per day should be made available for tips.

We find the split rates in U.K. which is 16 shillings per day as totally inadequate. This amount would not cover anything more than lunch and tea. In London particularly where entertainment is liklely to be negligible, the rate is highly inadequate and needs to be revised along lines suggested above.

In Israel we found on arrival that at the intervention of the Israel Foreign Ministry the American Express Co. Inc. had been authorised to arrange accommodation in Class 'A' hotels on all-found basis as the original all-inclusive allowance rate was found inadequate. The all-inclusive rate again imposes an unnecessary burden as tipping and certain necessary items like morning and afternoon tea are not included. After consulting a representative of the Foreign Ministry of Israel who travelled with us, we should like to recommend a split rate of Israel £15 for the cities, namely Jerusalem, Tal Aviv and Haifa and Israel £12 for other places.

(iii) Members of this study tour had to especially purchase certain items of woollen clothes which are not normally used in India and which are now again of no use to them. We suggest that if winter tours are arranged in future a special equipment allowance sufficient to meet the cost of (1) a heavy over-coat (2) gloves (3) over-shoes (4) full length under wear etc. should be given. This allowance need not normally exceed £20 sterling.

11. 3. The Publicity Angle.—(i) Study tours such as ours could serve a admirably as an agency for publicity for the community development programme and the Second Five-Year Plan. We would suggest that the visiting delegations should prepare in advance short talks on the community development programme and the Second Five-Year Plan and should have available to them in the various countries of visit sufficient literature for distribution to persons interested. If possible information films should also be sent in advance. We are making this recommendation in view of the very wide spread interest which our programme has generated and the keenness which we observed among the social workers, people's representatives and Government officials to know about India, its planning and development and about its social and cultural life.

(ii) In every country we visited we were received with utmost courtesy and great attention was devoted towards making our study tour as fruitful as it could be. We found a helpful attitude all round. We suggest that future teams should give souvenirs to a few of the persons in each country who render special assistance to the team as a token of goodwill and appreciation of the help rendered. This is bound to be much appreciated. These souvenirs should be sent in advance to our missions.

APPENDIX

PROGRAMME FOR THE VISIT OF AN INDIAN COMMUNITY PROJECTS; TEAM TO THE NETHERLAND S 6-14 FEBRUARY, 1956.

Monday, 6 February.

19-45 arrival Schiphol-airport, Proceed to the Hague, Hotel "De Witte Brug ".

Tuesday, 7 February.

12 Netherlands Bureau for International Technical Assistance, Ministry of Foreign Affairs—14 Alexanderstraat, The Hague, telephone 117150.

Dr. J. P. Bannier, Director, Mr. A. A. J. Warmenhoven, Dep. Director.

Dr. H. A. H. Schouten, Fellowships Officer.

13 Lunch arranged by Netherlands Bureau for International Technical Assistance.

14-30 Ministry of Agriculture, Fisheries & Food, 30 Bezuidenhout, The Hague, telephone 720060 Ir. C. H J. Maliepaard, General Adviser to the Minister.

Wednesday, 8 February.

8-30 Departure for Zwolle. About 10-30 to 11. arrival North East Polder Works 16 Menno van Coehoornsingel, Zwolle (telephone 7541). Director : Dr. A. P. Minderhoud. Please ask for Mr. D.A.D. Nooitgedacht, Chief Information Service.

Reservation made at Hotel Wientjes, Zwolle.

Thursday, 9 February.

Continuation visit to North East Polder.

In the afternoon proceed to Hotel Braams at Gieten. After dinner, at about 8 P.M. Mr. H. M. Franssen, Head of the Queens Commissioner's Cabinet Department, Mr. H. Kronenberg of the same Department and a few senior officers of Provl. Services will come to the hotel for an informal discussion on development problems in the Province of Drenthe.

Friday, 10 February.

Welcome by or on behalf of Mr. J. Cramer, H. M. the Queens Commissioner for the Province of Drenthe. Visit to several Provincial Depts. and organisations for the promotion of social and economic development.

In the afternoon proceed to Emmen; reservation made at Hotel Het Herenhof.

Saturday, 11 February.

Continuation of visit to Province of Drenthe. After lunch, return to the Hague Hotel De Witte Brug.

Saturday, 11 February.

No program.

Monday, 13 February.

9-30 Departure for Delft.

10 Foundation Courses and Research International Course on Small Scale Industries—affiliated to the Delft Technological University. 76, Nieuwe Laan, Delft (telephone 24950) Ir. Yap Kie Han, Director.

After lunch return to the Hague.

15 Ministry of Social Work, 7, Binnenhof, The Hague (telephone : 180945) D Ph. M. H. Werner Secretary General; Miss W.A.L.M. Hillen, General Adviser to the Minister Dr. C. Heudrika, Dep. Division Chief. Please ask for Mr. C. G. Eckhart, International Relations Department.

Tuesday, 14 February.

Departure for Schiphol Airport.

PROGRAMME FOR THE VISIT OF THE TEAM TO DENMARK

Wednesday, February 15th.

10.00 A.M. . "Public Health"

Approach Dr. Mellenbach, or Dr. Juel Henningsen, Ministry of Internal Affairs, Public Health Department (Sundhedsstyrelse Slotsholmsgade 10. Telephone: MI 3601, who will dispose on Wednesday and Thursday.

Thursday, February 16th See. Above.

Friday, February 17th

10.00 A.M. . "Social Services in Denmark".

Approach Fuldmagtig Mr. Enberg, Ministry of Social Affairs, Slotholmsade, 6. Telephone C 2517.

Saturday, February 18th

9.00 A.M. . "Danish Farmers' Union".

Please approach Mr. Lonborg, Lndbrugsraadet (The Agricultural Council), Axelborg, Telephone: C. 5672.

2.00 P.M. . "Folk Schools".

Approach Statskonsulent Mr. F.C. Kaalund-Jorgensen at Emdrup Skole , Iorso Parklle. Mr. Kaalund-Jorgensen's telephone No. GO 7222.

Sunday, February 19th At private disposal.

Monday, February 20th

9,00 A.M. . Approach Statskonsulent Mr. F. C. Kaalund-Jorgensen. According to what is agreed upon with Mr. Kaalund-Jorgensen on Saturday. Visits to co-operative Industries may possibly be combined with this.

Tuesday, February 21st.

10.00 A.M. . "Trade Associations in small industries". Approach Mr. Rosenberg Haand verksraadet, H. C. Andersens Boulevard 20, Telephone : MI 3676.

15.30 . . Visit to small industries approach Mr. Rosenberg. See above.

Wednesday, February 22nd

9.30 A.M. . "Co-operatives"

Approach Redaktor Axelsen Drejer or Mr. Clemens Pedersen, Andesludvalget (The Central Co-operative Committee of Denmark), Vestre Boulevard 42, Tel. C. 5292. Either Mr. Axelsen Drejer or Mr. Pedersen will tell about the Danish Co-opertative Movement.

[*Details for Wednesday, February 15th*]

Wednesday, 15/2. 10 A.M. The National Health Service Slotsholmsgade 10.
Dr. Jeul Henningsen Dep. Chief Med. Off.
Mr. H. Hamtoft, Statistician.

2.00 P.M. . Sundhedsstyrelsens ernaeringshygiejniske afd.
(The National Health Service—Food & Nutrition Division) Meldahlsgade 2, 2nd Floor, Room 433.
Dr. Uhl Dep. Chief Med. Off.

[*Details for Thursday, February 16th.*]

Thursday, 16/2. 9.30 A.M. Sundhedsplejerskekontoret (Public Health Nursing Bureau) Stormade 18
Miss Berner, Superviser.

2 00 P.M. . De gamles By (Copenhagen Municipal Geriatric Ward)
Norre Alle 41
Mr. F. Poulsen, Chief of Bureau.

11.15 A.M. . Dr. Bojlen Chief School Physician Kbstervaengets skole
addr. Biskop Krags Vaenge 5.

SWEDEN

PROGRAMME FOR THE DELEGATION FROM THE COMMUNITY DEVELOPMENT PROGRAMME, INDIA.

Feb. 22, *Wednesday Afternoon*	Arrival by air Stockholm—Bromma. Accommodation Hotel Malmen
Feb. 23, *Thursday*	
10-15 A.M. .	Visit to the Swedish Handicrafts and Small Industries' Organisation, Mr. Hans Grundstrom, Nytorgsgatan 17.
	Subsequently visit to the Institute of Handicraft, Mr. Sven Hagberg, Sandbacksgatan 10.
Feb. 24*th, Friday.*	
9-00 A.M. .	A gentleman from the Swedish Handicrafts and small industries' Organization will fetch you at the Malmen Hotel and take you out for a tour in the Stockholm provincial area in order to visit small industries and see the development of handicraft into small industries.
Feb. 25, *Satuday* 9·00 A.M.	A car ordered by the American Express will be waiting for you at the Malmen Hotel to take you out to Sanga -Saby training college for future co-operative agriculturists run by the Swedish Farmers Association. The Association invites you to lunch at Sanga-Saby.
Feb. 26, *Sunday* .	Free.
Feb. 27, *Monday* .	
10-00 A.M. .	Visit to the Co-operatives, Mr. Jack Ames, Stadsgarden 6—General instruction and visit to one or two factories.
Feb. 28, *Tuesday*	
10-00 A.M. .	Visit to the Public Health Institute (Statens Institute for Folkhalsan), Norrbackaomradet, Tomteboda. Professor Ernst Abramson will receive the Group.
2-30 P.M.	Mr. Krantzof Mekaniska Verkastaden, Solid, Kungsgaton 2, tel. 10,67,77.
4-30 P.M. .	Press reception at the Swedish Institute, Kungsgaton, 42.
Feb. 29, *Wednesday.*	
Afternoon .	Visit to Uppasala.
March, 1, *Thursday* .	Visit to Sandviken's Steel Works. You will return to Stockholm in the afternoon. Departure for Oslo by air in the evening.

PROGRAMME FOR THE INDIAN STUDY GROUP'S VIZIT TO NORWAY—1ST TO 8TH MARCH, 1956

Day	Time
Thursday, 1st March	
Arrival at Fornebu Airport, Oslo, Drive by motor car to K.N.A. Hotel Parkveien 68, Oslo	20-35
Friday, 2nd March.	
Motor car meets at Hotel K.N.A.	08-45
The Members of the Study Group will be given a brief orientation about Norway's industries and fisheries at the Ministry of Foreign Affairs	09-00—11-00
Visit to Christiania Portland Cementfabrikk, Slemmestad near Oslo	13-00—15-00
Saturday, 3rd March.	
Motor car meets at Hotel K. N. A. Visit to A/S Freia Oslo, (production plant for various provisions, chocolates, confectionery)	09-00—10-45
Visit to A/S Per Kure, Norsk Motor-og Dynamobfabrikk (producers of transformers and various electrical equipment)	11-00—12-45
Lunch given by the Norwegian India Foundation at Holmenkollen Turisthotell	13-30
Sunday, 4th March	
At the disposal of the Study Group for sight-seeing etc.	
Monday, 5th March.	
Motor car meets at Hotel K.N.A.	07-30
Visit to A/S Follum Fabrikker Honefoss (Paper Mill) . .	09-00—11-00
Visit to A/S Hoka karsosseri-og jernbaneognafabrikk Honefoss, (Manufacturers of motor car bodies and railroad wagons)	11-15—13-00
Visit to Kaggefoss Kraftanlegg (Electric Power Plant) . .	14-00
Dinner given by Drammen Municipal Electricity Board at Drammen	
Departure from Oslo by rail for Bergen	21-35
Tuesday, 6th March.	
Arrival at Grand Hotel Terminus, Bergen	08-30
Motor car meets at Grand Hotel Terminus	10-00
Visit to Bergen Fisheries Museum	10-30
Visit to Bergens Fiskeri industrianlegg (Fishery Industry Plant)	12-00
Visit to Noregs Sildesalslag (Herring Sales Co-operative) . .	13-30
Wednesday, 7th March.	
Visit to A/S Bergens Mekaniske Verksteder, Bergen (Shipbuilding Yard). Transportation arranged by the Yard . . .	10-00—1200
Motor car meets at Grand Hotel Terminus	12-00
Visit to Cambell Andersens Enke A/S, Vestlandske, Fiskerireds-kaps-babrikk, Bergen (Manufacturers of fishing tackle). . .	13-00—15--00
Departure from Bergen by rail for Oslo	20-30
Thursday, 8th March.	
Arrival Oslo East Station	07-05
Transfer (*via* K. N. A. Hotel for breakfast) to Fornebu Airport by motor car.	
Departure from Oslo by plane for London (Flight BE 211) .	10-45

UNITED KINGDOM

Programme of visits for Community Projects Administration Study Team

9th March, 1956.

10 A.M. to 12 Noon	Session with National Council of Social Service and National Federation of Community Organisations at their headquarters at 26, Bedford Square, London, W. C. 1. Representatives of the Development Commission, Loan Fund and Rural Industries Bureau will join the discussion.
2-30 P.M. to 4-30 P.M.	Visit to the Institute of Education and discussion with Mr, T. R. Batten. Mr. Milburn, Head to the Community Development Clearing House will join the discussion.

10th March, 1956.

Forenoon	Meeting with the Planning, Research and Reconstruction Group of the London County Council at the County Hall.
	Delegation invited to lunch by London County Council.
Afternoon	Visit to Lansbury Estate.
12th March, 1956	Visit to Oxford. Meeting with Prof. Colin Clarke, W. H. Beckett and other staff of the Institute of Agricultural Research. Also discussion with Mr. Hirsch of the Institute on the work of Young Farmers' Clubs. The delegation will also visit the Institute of Colonial Studies at Oxford for discussions.

ISRAEL

Programme for Indian Government Study Delegation

15—29 *March*, 1956

Thursday, 15*th March*.

01-40 . Arrival Lydda (Air France, Flight 128)
Met by representatives of :
Ministry of Interior (Mr. Gubernik)
Ministry of Health (Dr. Yoffe)
Ministry of Foreign Affairs (Mr. Rome)
Committee for Community Dev. (Mr. Smilansky)
Proceed to President Hotel Jerusalem.

13-00 . Lunch at hotel with Messrs. Goldman, Smilansky, Yoffe, and Rome.

15-00 . Orientation Session at Beth Shalom with :

Prime Minister's office Mr. Goldman
Ministry of Interior Mr. Yeshaya
Ministry of Labour Mr. Harburger
Mr.Hovneh
Ministry of Health Dr. Yoffe
Ministry of Education Mr. Avidor
Ministry of Dev. Mr. Atzmon
Ministry of Welfare Dr. Hofert
Ministry of Agriculture Mr. Kam, Mr. Bar-Iian
Ministry for Foreign Affairs— Mr. Ben-Horin
Mr. Rome.
U. N. Office for Technical Aid Dr. Hart Schaaf
Committee for Community Dev. Dr. Smilansky
Hadassah Medical Organisation Dr. Miller
Colonization Dept. Mr. Eliav, Mr. Kimhe of Jewish Agency

19-15 . Reception by the Mayor of Jerusalem Mr. Gershon Agron at the City Council Chambers.

20-30 . Dinner at hotel.
Sleep over at President Hotel.

Friday, 16*th March*.

Morning : . Tour of Jerusalem Corridor, accompanied by Mrs. Herman (Jewish Agency) Mr. Isserov (Distt. Commissioner's office) Mr. Rome (Foreign Ministry).

08-00 . Visit to Maoz Zion (Transit Camp for new immigrants).

10-00 . Visit to Givat Yearim (Yemenite Settlement).

11-30 . Return to Jerusalem.
Visit to Kiray Yevel (Hadassah Health Centre).

14-00 . Lunch with Directors of Hadassah Medical Organisation at Ziv Hospital.

15-45 . Visit to "Conquest of Desert" Exhibition.

16-45 . Return to hotel

19-30 . Dinner at private homes :
Mr. Mukerji at home of Mr. Yeshaya (Distt. Commissioner, Jerusalem).
Col. Narain at home of Dr. Yoffe (Asstt. Director General, Ministry of Health).

Messrs. Johri and Dave at home of Mr. Bar-Sela (Director General, Ministry of Welfare)
Sleep over at President Hotel.

Saturday 17th March

09-00 . .	Tour of Jerusalem (Ramat Rachel, Talpiot, Katamon) accompanied by Mr. Ben-Horin (Foreign Ministry).
10-30 . .	Visit to Abu Ghosh (Arab Village)
12-00 . .	Visit to Kiryat Anavim (old established kibbutz)
13-00 . .	Lunch at Kiryat Anavim
15-00 . .	Leave for Tel Aviv
16-30 . .	Arrive at Ramat Aviv Hotel, Tel Aviv
19-00 . .	Dinner at Hotel
21-00 . .	Theatre performance or concert
	Sleep over at Ramat Aviv Hotel.

Sunday 18th March

Tour of Lachish Colonization Area, accompanied by Mrs. Herman (Jewish Agency) Mr. Ben-Horin (Foreign Ministry) Merssrs. Eliav and Kaplan (Jewish Agency Lachish office)

08-45 . .	Leave Tel Aviv
10-00 . .	Arrive at headquarters of project in Ashkelon
11-00 . .	Leave for Lachish Area
	Visit Otzem, Noga and Kiryat Gat
13-00 . .	Lunch at Kiryat Gat
14-00 . .	Visit Nahal area
16-00 . .	Return to Ashkelon (Dagon Hotel)
19-00 . .	Dinner at hotel with Mr. Gillon (of Ashkelon) and Mr. Ben-Horin.
	Sleep over at Dagon Hotel.

Monday 19th March

Accompanied by Mrs. Herman, Mr. Ben-Horin

08-30 . .	Tour of Ashkelon, accompanied by Mr. Gillon, including visit to Health Centre, accompanied by Dr. Hurwitz
11-30 . .	Leave for Weizmann Agricultural school
13-00 . .	Arrive Beer Sheba
Afternoon .	Lunch in Beer Sheba
	Visit to Youth Aliya Institute
	Visit to Adult Training Centre
	Visit to Housing Schemes
19-00 . .	Dinner at HIAS Hostel Beer Sheba.
	Sleep over at HIAS Hostel.

Tuesday 20th March

Accompanied by Mrs. Herman, Mr. Ben-Horin

08-30 . .	Visit to Nevatim settlement (Indian settlers)
10-00 . .	Visit to Negav south of Beer Sheba
13-00 . .	Lunch at Kibbutz Revivim.
14-00 . .	Return to Tel Aviv (Ramat Aviv Hotel)
19-00 . .	Dinner at Hotel.
	Sleep over at Ramat Aviv Hotel.

Wednesday 21st March

Guests of Histadrut (General Federation of Labour and accompanied by their rerpesentative.) See Histadrut institutions.

Sleep over at Ramat Aviv Hotel.

Thursday 22nd March

Accompanied by Mr. Rome.

Morning and Lunch : Guests of Ramat Gan Municipality

09-00 . .	Leave for Ramat Gan (city in vicinity of Tel Aviv)
15-00 . .	Visit to Regional Vocational Centre for Agriculture at Beth Dagon
17-00 . .	Return to Hotel
	Sleep over at Ramat Aviv Hotel.

Friday 23rd March

08-00 . .	Leave Tel Aviv for northern Israel, accompanied by Messrs. Hayon and Lalo (Distt. Commissioner's office) and Mr. Rome.
09-00 . .	Visit to Regional Health Centre at Nathanya, accompanied by the Director, Dr. Brachot.
10-30 .	Visit Tira (Arab Village Centre)
13-00 . .	Lunch and visit at Vocational Training Centre for Agricultural Youth at Kfar Vitkin
15-00 . .	Visit to Neurin—Youth Aliya Institution at Kfar Vitkin
16-00 . .	Leave for Haife
17-00 . .	Arrive at Zion Hotel
19-00 . .	Dinner at Hotel
	Sleep over at Zion Hotel.

Saturday 24th March

Accompanied by Mr. Rome.

08-30	Tour of Haifa and Mount Carmel
12-30	Lunch in Haifa
14-30 . .	Proceed to Galilee *via* Acre and Nahariya
17-00 . .	Arrive at Herzliya Hotel, Safad
19-00 . .	Dinner at hotel.
	Sleep over at Herzliya hotel.

Sunday 25th March

Accompanied by Mr. Rome.

08-30 . .	Leave for Huleh Development Scheme
10-00 . .	Boat tour of Huleh Scheme
13-00 . .	Lunch at Kibbutz Kfar Giladi
15-00 . .	Visit to Kiryat Shmoneh (Planned town for new immigrants)
17-00 . .	Arrive at Ayelet Hashahar
19-00 . .	Dinner at Rest House
	Sleep over at Ayelet Hashahar.

Monday 26th March

Accompanied by Mr. Rome.

08-30 . .	Leave for Jordan Valley, *via.* Tiberias
09-30 . .	Visit Degania (settlement on shores of Lake Tiberias)
11-00 . .	Visit Kibbutz Afikim
12-30 . .	Lunch at Afikim
13-15 . .	Leave for Givat Haim, *via.* Beth Shean Valley
15-00 . .	Arrive at Kibbutz Hivat Haim (Indian settlers)
19-00 . .	Passover festival at Givat Haim
	Sleep over at Givat Haim.

Tuesday 27th March

12-00 . .	Leave Givat Hain for Accadia Beach
13-00 . .	Lunch at Accadia Hotel
	Sleep over at Accadia Hotel.

Wednesday 28th March

10-00 . .	Leave for Jerusalem
13-00 . .	Lunch with Dr. Etyan, Director Genl. of Foreign Ministry.
23-30 . .	Leave Jerusalem for Lydda Airport.

Thursday 29th March

02-40 . .	Leave by Bydda for Teheran.
	(Air France, Flight 128).

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